

# Sweat & Toil



2022 LIST OF GOODS PRODUCED BY CHILD LABOR OR FORCED LABOR  
2021 FINDINGS ON THE WORST FORMS OF CHILD LABOR

**Ensuring the Future  
of Work is Fair for All**  
*Data as a Driver for Global Action*



**Advancing Research on Exploitation  
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*Acting on an Expanded Mandate*

**The Year in Review**  
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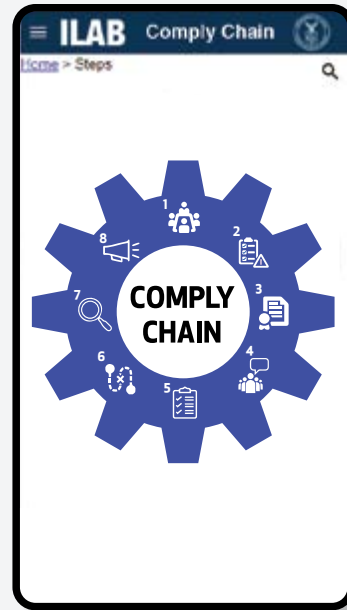
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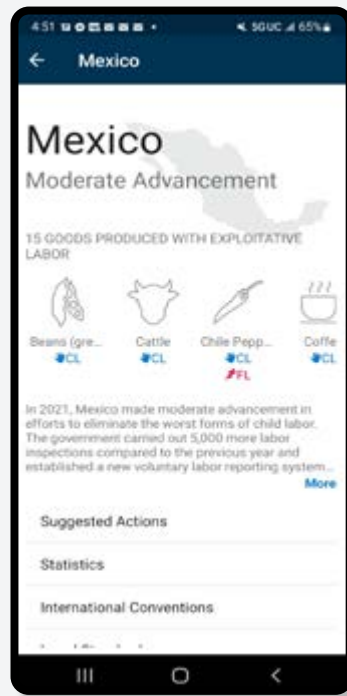
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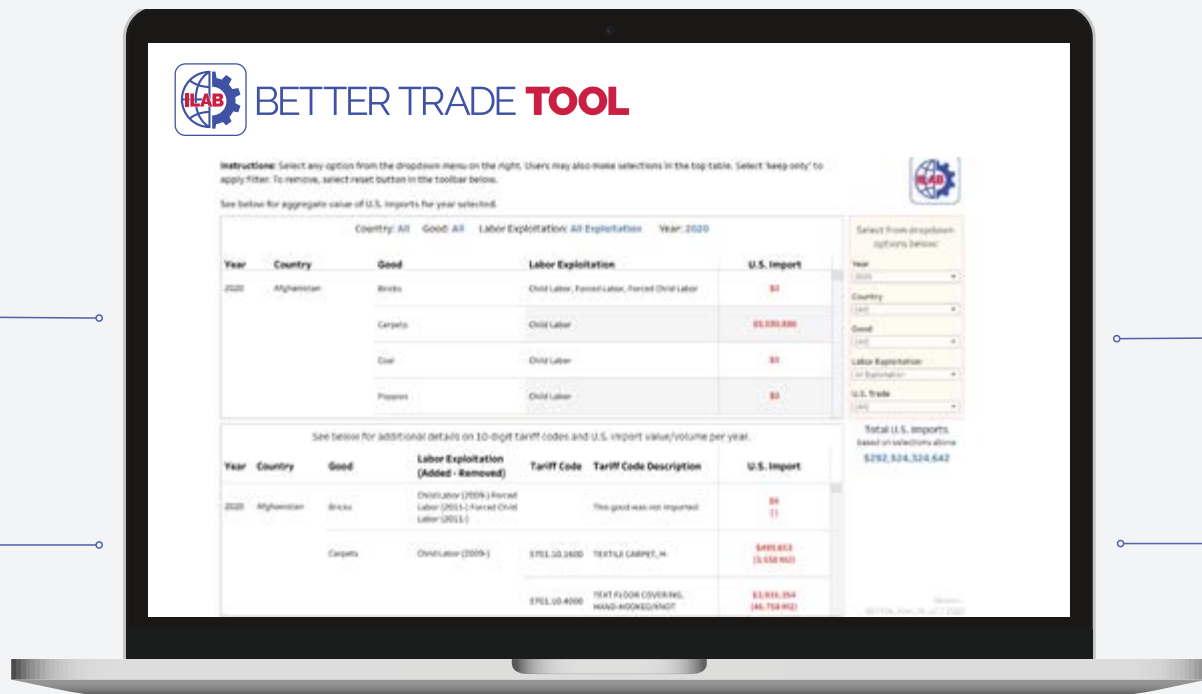


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Brian, a 10-year-old Salvadoran boy, works at a brick factory, Istahua, El Salvador, December 21, 2013.



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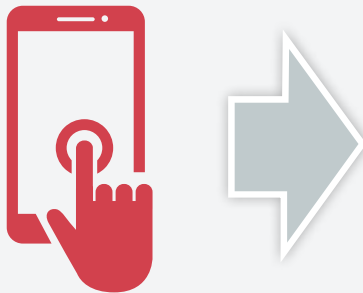
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All three of the U.S. Department of Labor's (USDOL) flagship reports on international child labor and forced labor are available on our website in HTML and PDF formats at [dol.gov/ChildLaborReports](http://dol.gov/ChildLaborReports). These reports include *Findings on the Worst Forms of Child Labor*, as required by the Trade and Development Act of 2000; *List of Goods Produced by Child Labor or Forced Labor*, as required by the Trafficking Victims Protection Reauthorization Act of 2005; and *List of Products Produced by Forced or Indentured Child Labor*, as required by Executive Order 13126. On our website, you can navigate to individual country pages where you can find information on the prevalence and sectoral distribution of the worst forms of child labor; specific goods produced by child labor or forced labor; efforts each country has made to implement their commitments to eliminate the worst forms of child labor in the areas of laws and regulations, institutional mechanisms for enforcement and coordination, and government policies and social programs; and specific suggestions for government actions to address the issue. You can also access the Department's *Better Trade Tool* on our website at [dol.gov/BetterTradeTool](http://dol.gov/BetterTradeTool). This tool's dynamic dashboards and custom queries allows users to view U.S. and global trade at potential child labor and forced labor risks in global supply chains and conduct trade data analysis.



## On Your Phone

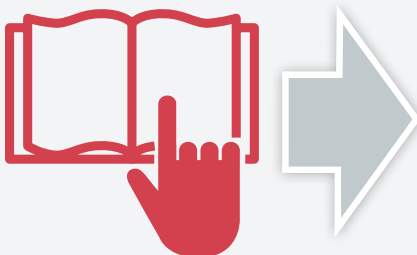
The Department's *Sweat & Toil* mobile application contains more than 1,000 pages of research from all three reports. *Sweat & Toil* helps you easily sort data by region, country, assessment level, good, and type of exploitation, all without the need for an internet connection. The app also includes information from USDOL's technical assistance and cooperation projects around the world. Additionally, the app includes new data visualizations allowing users to view goods produced with exploitative labor by region and sector, as well as the sectoral distribution of where children work by country. You can download the free app from Apple's App Store or the Google Play Store and access the data on our website at [dol.gov/AppSweatToil](http://dol.gov/AppSweatToil).



The Department's *Comply Chain: Business Tools for Labor Compliance in Global Supply Chains* mobile application is a practical, step-by-step guide for companies on ways to develop strong social compliance systems to reduce child labor and forced labor in supply chains. Whether new to social compliance or wanting to improve existing systems, companies can explore modules including stakeholder engagement, code of conduct provisions, auditing, remediation, reporting, and engagement, among others. This year there are considerable content updates across all areas of *Comply Chain*, including a dozen of specific examples that incorporate worker voice as a fundamental component of each step in a due diligence set of best practices to address child labor and forced labor in global supply chains. You can download the free app from Apple's App Store or the Google Play Store or access it online at [dol.gov/AppComplyChain](http://dol.gov/AppComplyChain).

## On Paper

The *Sweat & Toil* magazine is published in hardcopy and provides an overall summary of the *Findings on the Worst Forms of Child Labor*, regional findings related to meaningful efforts made and gaps for countries to address, the assessment levels of each of the 131 countries, and the updated *List of Goods Produced by Child Labor or Forced Labor*. Send an e-mail to [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov) to request hard copies or download them from the Department's website at [dol.gov/ChildLaborReports](http://dol.gov/ChildLaborReports).





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A young boy fuels a motorbike. Thong Sala, Ko Pha Ngan Island, Thailand. January 20, 2014.



# Foreword

Eliminating egregious labor abuse requires all of us—governments, businesses, unions, workers, and civil society—to play our part. ILAB’s *reporting* shines a light on child labor and forced labor, pressuring governments to answer for egregious practices. We provide concrete policy recommendations for governments to enhance social protection and create the conditions for decent work – key factors in combating child labor and forced labor. Our tools and resources strengthen unions’, worker organizations’, and civil society’s advocacy and outreach and provide companies with the tools to root out child labor and forced labor from their supply chains.

The United States takes our responsibility to end child labor and forced labor seriously. Workers in the U.S. and around the world should not have to compete with unscrupulous producers who use child labor and forced labor and undercut the well-being of working families. In December 2021, President Biden signed the Uyghur Forced Labor Prevention Act (UFLPA) to strengthen the U.S. government’s ability to combat forced labor and protect U.S.-bound supply chains from these labor abuses. As a member of the Forced Labor Enforcement Task Force, the Department of Labor will continue to work to develop a UFLPA enforcement strategy that ensures U.S. businesses and consumers do not unwittingly support violations of human and labor rights.

But we all know that the most powerful force for change in the workplace is workers themselves. For over a century, workers have acted through unions to lead the fight to end child labor. At its first convention in 1881, the American Federation of Labor passed a resolution calling on states to set a minimum age for work. More than 140 years later, the fight continues on a global scale, with 160 million children engaged in child labor worldwide. Winning that fight requires workers to have the right

to organize and bargain collectively for family-sustaining wages, benefits, and social protection. It requires that workers have the voice and support to denounce exploitative and dangerous working conditions, and collectively advocate for better ones—so

that families can find economic security and let their children be children, and so that no one’s labor is forced from them. That is why the Department of Labor announced the Multilateral Partnership for Organizing, Worker Empowerment, and Rights last year (M-POWER). M-POWER supports workers having the right to choose strong, independent, and democratic unions and helps workers’ representatives have an equal footing with employers and governments worldwide in critical social and economic decisions.

Our reports do more than provide information; they have the potential to catalyze action. So don’t just read our reports, use them. Eliminating child labor and forced labor requires us all—governments, employers, unions, workers, and civil society—to do our part. You have a part to play in the fight to end child labor and forced labor and secure decent work for all. Advocate for workers everywhere to have a voice in the workplace. Hold businesses and governments accountable for respecting and upholding workers’ rights. Together, we will fight for all workers’ rights morning, noon, and night.



Marty Walsh  
Secretary of Labor

*Marty Walsh*

Marty Walsh  
Secretary of Labor  
September 2022





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Irene Wanzila, age 10, works at Kayole Quarry breaking rocks with a hammer along with her younger brother, older sister, and their mother, who lost her cleaning job at a private school when COVID-19 pandemic restrictions were imposed. Nairobi, Kenya. September 29, 2020.

# Statement

This year's edition of *Sweat and Toil* comes at a critical time. Global estimates from the International Labor Organization show millions continue to toil in abusive labor conditions. Many of them labor in the shadows, out of reach of regulation. They work in homes, mines, or fields that labor inspectors rarely visit, and at the bottom end of global supply chains, far out of sight of the consumers who ultimately purchase their products. At the Bureau of International Labor Affairs (ILAB), our reporting makes these unseen people visible, exposing the countries responsible for labor rights abuses.

This year, ILAB is working under an expanded mandate to conduct research and global supply chain tracing to track inputs made with child labor or forced labor, instead of looking only at final goods. In making people more aware of the entire supply chain, we are upping the ante for governments, companies and consumers alike. We are drawing attention to critical supply chains in clean energy—highlighting China's use of forced labor in polysilicon production (a key input in solar panels) and the use of child labor in the Democratic Republic of the Congo for the mining of cobalt (an input in lithium-ion batteries). The information is out there for companies and consumers to leverage against regimes that promote and prop up exploitative labor practices. ILAB's reporting and tools are making an unprecedented amount of information on abusive labor practices around the world available to the public. Our research complements whole-of-government efforts like the Burma Business Advisory, which highlights the risks of doing business in Burma due to corruption, illicit finance, and human rights abuses, including forced labor.

But our reporting is not just about sharing data. Our reporting also informs the Biden-Harris

Administration's bold commitment to put worker rights at the center of trade and foreign policy. Under this administration's leadership, the United States has taken many significant steps: added its voice to the statement of the G7—a group of seven of the world's

advanced democracies—to affirm there is no place for forced labor in a rules-based multilateral trading system; pledged to combat child labor during the International Year for the Elimination of Child Labor; and launched the forward-looking M-POWER (*Multilateral Partnership on Organizing, Worker Empowerment, and Rights*) initiative, the U.S. government's largest commitment ever to securing workers' right to free, independent, and democratic trade unions on a global scale.

The protection of human rights, including labor rights, is essential to uplifting American values and interests. And the protection of children from child labor is vital for safeguarding children's future as citizens of their countries and the world. As you read this edition of *Sweat and Toil*, know that ILAB is using this data and analysis to drive change. Through our reporting, labor diplomacy, trade enforcement, and technical assistance programs, we are working to promote worker rights, decent work, and stable livelihoods for working families around the world.

*Thea Mei Lee*

Thea Mei Lee  
Deputy Undersecretary for International Affairs  
September 2022



**Thea Mei Lee**  
Deputy Undersecretary for  
International Affairs





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20 girls and boys celebrate World Children's Day at a UNICEF-supported Makani Center in an informal tented settlement on the outskirts of Amman, Amman, Jordan. November 19, 2020.



# Acknowledgments

The U.S. Department of Labor's Bureau of International Labor Affairs (ILAB) published this report under the leadership of Thea Lee, Deputy Undersecretary for International Affairs; Mark Mittelhauser, Associate Deputy Undersecretary for International Affairs; Molly McCoy, Associate Deputy Undersecretary for International Affairs; Oliva Lopez, Chief of Staff; Marcia Eugenio, Director of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT); and Margaret Jungk, Deputy Director, OCFT.

Chanda Uluca, Kyle Livingston, Austin Pedersen, and Nadia Al-Dayel managed the research, writing, and production of this report, with major contributions from James Gyenes, Sandi Giver, Claudia Guidi, Dan Arp, Rachel Raba, Caleb Owen, and Jillian Slutzker Rocker. The following OCFT staff carried out the underlying research that made the report possible: Paulo Araujo, Oryza Astari, Sarah Calle, Maria Campbell, Marco Campos, Sara Christopher, Marina Medina Cordero, Jennifer Fendrick, Matt Fraterman, Ashley Hagemann, Caitlin Harwood, Laurel Hoffner, Jacqueline Jesus, Emilija Kusakatova, Eric Martin, Sadikshya Nepal, Alex Silberman, and Sarah Solomon. Alexa Gunter, Ashby Henningsen, Elizabeth Stark Ketchum, Jarrett Basedow, Kevin Lentz, Nahjae Nunes, Patricia Gomoljak, and Siyuan Xie provided vital research and administrative support.

Other personnel within ILAB who made important contributions include Tanya Andrade, Irtaza Barlas, Joan Barrett, Anna Berger, Brian Campbell, Ryan Carrington, Sarah Casson, Wei-Cheng Chen, Kathryn Chinnock, Holly Christofferson, Danielle Crooks, Makee Cross, Lorena Dávalos, Mary Ellison, Tina Faulkner, Abe Henry, Leena Khan, Natalie Kosloff, Marie Ledan, Adam Lee, Yune Lee, Raymond Marolt, Ethel Moreno, Olivia Negus, Diana Piñeros, Carter Quinley, Carlos Quintana, Ingris Ramos, Julia Reinitz, Sherry Richmond, Crispin Rigby, Carolina Rizzo, Kathleen Ryou, Chad Salitan, Doris Senko, Tanya Shugar, Pablo Solorio, Shelley Stinelli, Leyla Strotkamp, Sarah Sunderlin, David Thalenberg, Evan Tuch, Laura Van Voorhees, Pilar Velasquez, Chris Watson, Rob Wayss, Kevin Willcutts, and Halima Woodhead.

Micole Allekotte, Derek Baxter, and Summer Silversmith from the Department's Office of the Solicitor, along with Jay Berman and Ashley Higgins from the Office of the Assistant Secretary for Policy, made major contributions. Other staff from ILAB, the Employment and Training Administration, Office of Public Affairs, Office of the Solicitor, Office of the Assistant Secretary for Policy, and the Wage and Hour Division who contributed include Andy Bailey, Megan Baird, Sarah Dean, Jaclyn Dennis, Christine Feroli, Jane Garrido, Alexander Green, Rob Hines, Michael Kravitz, Laurie Mangicaro, Jessica Matthis, Ed McCarthy, Mason Navarrete, Giorleny Altamirano Rayo, Cindy Riggs, Alisa Tanaka-Dodge, Ambreen Tariq, Philip Vieira, and Tracy Wolf.

Personnel at the U.S. Department of State's regional bureaus; embassies and consulates around the world; Bureau of Democracy, Human Rights, and Labor; Office to Monitor and Combat Trafficking in Persons; and the United States Trade Representative coordinated valuable research and

reviews of the report. Personnel from these agencies who made significant contributions include Robin Cromer, David Rey, Brandon Strassberg, and Jennifer Oetken.

Karen Cleek and Francis Knab of Graphic Visions produced the report's graphics and layout, and Suteera Nagavajara, Shannon Conrad, Jo Ann Ruckel, and Marina Ratchford of ICF made significant contributions to the copyediting, fact checking, and technical editing of the report. With support from the Department's Office of Public Affairs, Saliha Keddache, Praveen Bhatt, Gnanendra Kumar, and Vikram Malhotra of Zolon Tech, Inc. updated the *Sweat & Toil* and *Comply Chain* mobile applications.

With ongoing support on database development and integration from Aparna Darisipudi, ILAB's Strategic Integrator, and Nathaniel Arrington, Damian C. Rodriguez, Gary Thai, Keith Grabhorn, Andy Bailey, Sarath Yerra, and Kristen Parrish, and the rest of the Enterprise Data Platform and Website and Content Management teams in the Department's Office of the Chief Information Officer, Lindsey Chung, Delsie Sequeira, and Megan Spellacy of ICF supported development of new *Better Trade Tool* visualization dashboards and new *Sweat & Toil* API.

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Copies of this and other reports in ILAB's child labor and forced labor series may be obtained by contacting the Office of Child Labor, Forced Labor, and Human Trafficking, Bureau of International Labor Affairs, U.S. Department of Labor, 200 Constitution Avenue NW, Room S-5315, Washington, DC 20210. Telephone: (202) 693-4843; e-mail: [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov). The reports also are available on the web at <https://www.dol.gov/ilab>. Comments on the reports are welcome and may be submitted to [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov).





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Boys drive oxen and donkeys to tread out grain. Bahir Dar, South Gondar, Ethiopia. February 2016.



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A worker packages spools of cotton yarn at a Huaifu Fashion plant, as seen during a government-organized trip for foreign journalists. Aksu, Xinjiang Uyghur Autonomous Region, China. April 20, 2021.

# Purpose of This Report

## Research Focus of the List of Goods Produced by Child Labor or Forced Labor

The U.S. Department of Labor (USDOL or the Department) has produced this tenth edition of the *List of Goods Produced by Child Labor or Forced Labor* in accordance with the Trafficking Victims Protection Reauthorization Act (TVPRA), as amended. The TVPRA requires USDOL's Bureau of International Labor Affairs (ILAB or the Bureau) to “develop and make available to the public a list of goods from countries that [ILAB] has reason to believe are produced by forced labor or child labor in violation of international standards” (TVPRA List or the List; 22 U.S.C. § 7112(b)(2)(C)). It also requires submission of the TVPRA List to the United States Congress not later than December 1, 2014, and every 2 years thereafter (22 U.S.C. § 7112(b)(3)).

The Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2018 expanded ILAB's mandate to require the TVPRA List to include, “to the extent practicable, goods that are produced *with inputs that are produced with forced labor or child labor*” (22 U.S.C. § 7112(b)(2)(C)).

The TVPRA directs ILAB “to work with persons who are involved in the production of goods on the list...to create a standard set of practices that will reduce the likelihood that such persons will produce goods using [child labor or forced labor],” and “to consult with other departments and agencies of the United States Government to reduce forced and







child labor internationally and ensure that products made by forced labor and child labor in violation of international standards are not imported into the United States” (22 U.S.C. § 7112(b)(2)(D)–(E)).

## Country Coverage

The research methodology used to compile the TVPRA List is based on ILAB’s Procedural Guidelines. ILAB continues to carry out research for future editions of the TVPRA List.

## Population Covered

In researching child labor, ILAB focused on children under age 18. For forced labor, the research covered workers of all ages. The population included persons in foreign countries only, as directed by statute. Populations within the United States were not included in this study.

## Reporting Period

In developing the TVPRA List, ILAB generally relied on sources that are no more than 5 years old at the time of receipt. This policy is to ensure consistency with other ILAB reporting on international child labor.

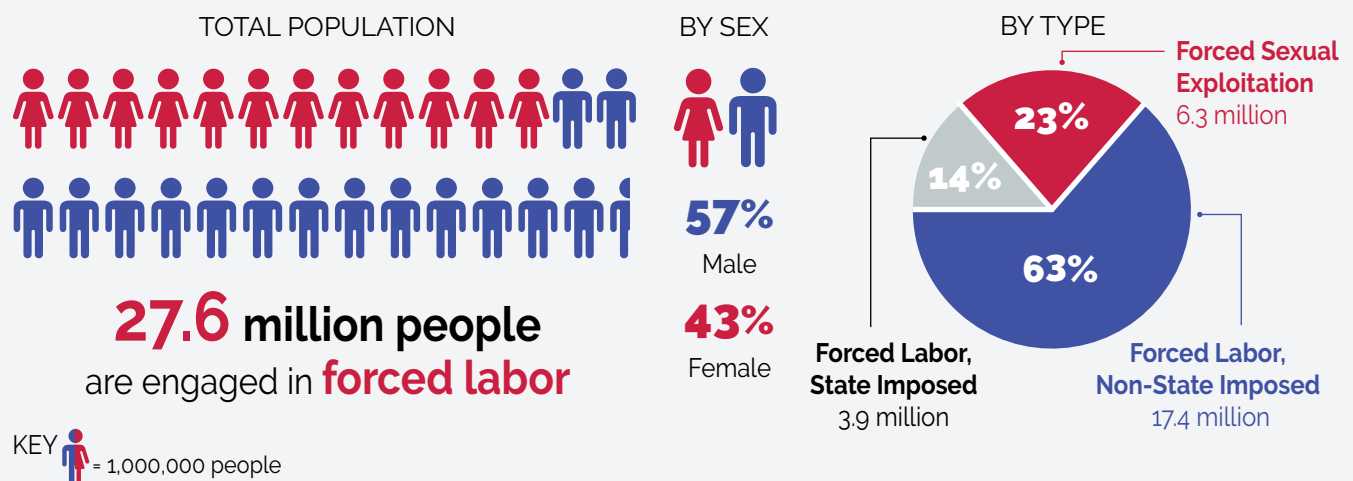
## Type of Work

Research covered all economic activity for adults and children in the production of goods, including formal and informal sector production and goods produced for personal and family consumption. Examples of informal sector activity include day labor hired without a contract, small-scale farming and fishing, artisanal mining and quarrying, and manufacturing work performed in home-based workshops. Some illicit goods also are included in the TVPRA List; this is not intended to condone or legitimize the production or consumption of these goods.

## Sources Used

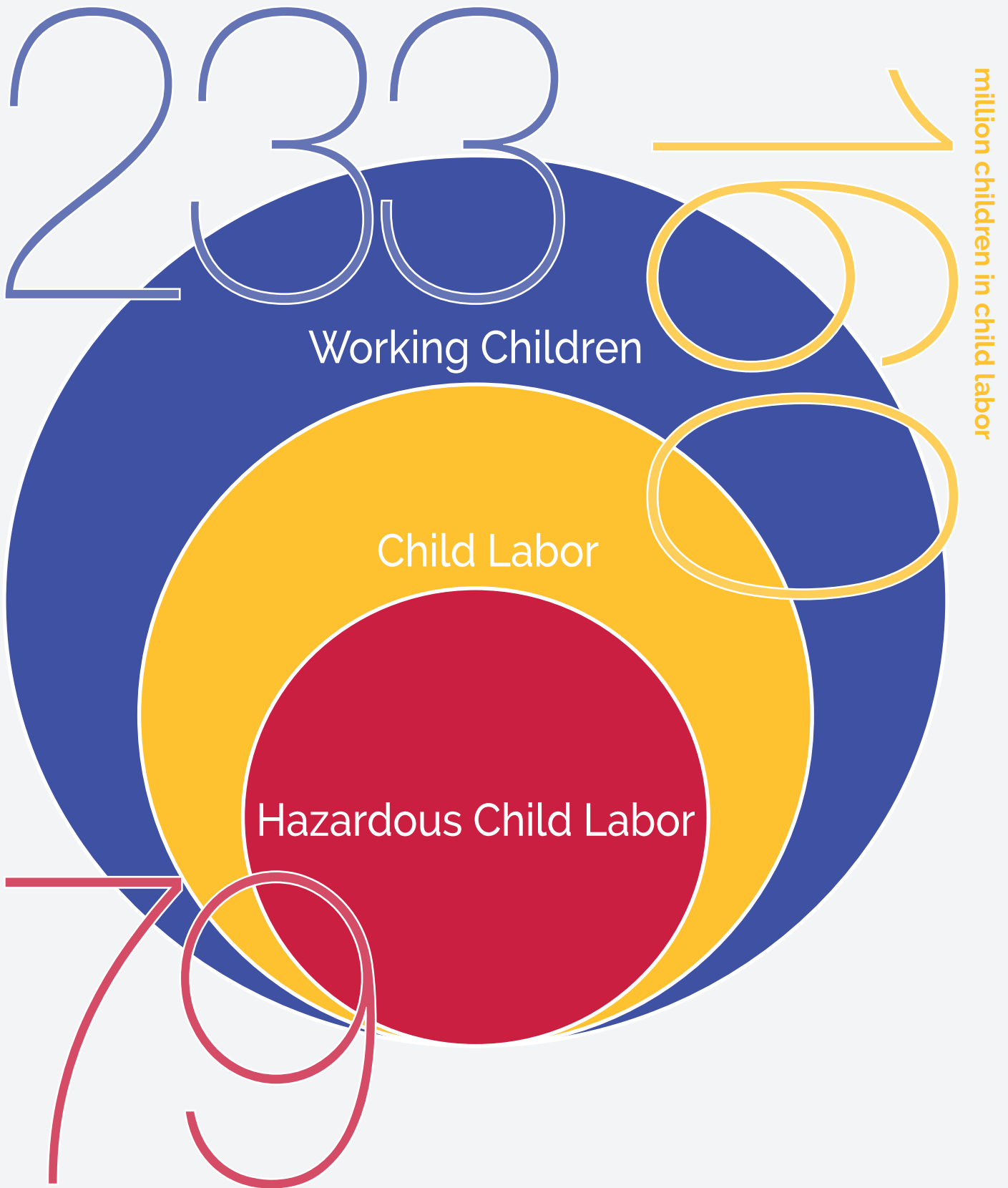
To make determinations about the List, ILAB relies on a wide variety of publicly available primary and secondary sources. Primary sources included surveys carried out by foreign governments in conjunction with the International Labor Organization (ILO); site visits and data gathered by ILAB staff and other U.S. government personnel; and quantitative and qualitative studies carried out by a variety of governmental and non-governmental entities, including academic institutions (see Appendix 8 for the full TVPRA List Methodology).

## Global Data on Forced Labor\*



\*Global Estimates of Modern Slavery: Forced Labour and Forced Marriage  
International Labour Organization (ILO), Walk Free, and International Organization for Migration (IOM), Geneva, 2022

million working children



million children in hazardous child labor\*

\*Global estimates on the number of children engaged in categorical worst forms of child labor do not exist.  
Source: ILO and UNICEF. *Child Labour: Global estimates 2020, trends and the road forward*. New York, 2021.



# Research Focus of the Findings on the Worst Forms of Child Labor

The U.S. Department of Labor has prepared the 2021 *Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA). (1) The TDA set forth the requirement that a country must implement its commitments to eliminate the worst forms of child labor for the President of the United States to designate the country a beneficiary developing country under the Generalized System of Preferences (GSP) program (subject to an exception if designation is in the national economic interest of the United States). (2; 3) The TDA also mandated that the President submit to the United States Congress the Secretary of Labor's findings with respect to each "beneficiary country's implementation of its international commitments to eliminate the worst forms of child labor." (1) ILAB carries out this responsibility on behalf of the Secretary.

## *Country Coverage*

This report covers 119 independent countries and 15 non-independent countries and territories designated as GSP beneficiaries. This includes

former GSP recipients who have negotiated free-trade agreements with the United States. (4) Because the population of children is extremely small (fewer than 50) or non-existent in the British Indian Ocean Territory, Heard Island and McDonald Islands, and the Pitcairn Islands, the report does not contain a discussion of these three non-independent countries and territories. The 2021 report presents information on child labor and the worst forms of child labor, and efforts to eliminate this exploitation in the remaining 119 countries and 12 non-independent countries and territories. The use of "countries" in this report includes territories, and because the report focuses on government efforts, non-independent countries and territories are classified by their associated regions.

## *Population Covered*

In undertaking research on the "worst forms of child labor," ILAB relied on the definition contained in International Labor Organization Convention No. 182 on the Worst Forms of Child Labor (ILO C. 182), which defines "child" as a person under age 18.



© Palash Khan/Tansh/Alamy

A Bangladeshi child works in a plastic bottle recycling factory beside the Buriganga River. Dhaka, Bangladesh. April 1, 2014.



### Reporting Period

The reporting period for this year's report is January 2021 through December 2021. In certain cases, significant events or government efforts that occurred in early 2022 were included, as appropriate.

### Type of Work

This report focuses on child labor and the worst forms of child labor. Definitions related to these types of work are primarily guided by International Labor Organization Convention No. 138 on Minimum Age (ILO C. 138) and ILO C. 182. Child labor includes work below the age of 15 (14 in developing economies where specified at the time of ratification of C. 138) or the higher minimum age as established in national legislation (excluding permissible light work) and the worst forms of child labor. The definition of the "worst forms of child labor" is found in the TDA

and is the same as that included in ILO C. 182. It includes (a) all forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic performances; (c) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances under which it is carried out, is likely to harm the health, safety, or morals of children. (1; 5) Similar to ILO C. 182, the TDA states that the work described in subparagraph (d) should be "determined by the laws, regulations, or competent authority of the country involved."

## Where 160 Million Children Work

### Child Labor by Sector, 5-17 Years Old



Source: ILO and UNICEF. *Child Labour: Global estimates 2020, trends and the road forward*. New York, 2021.





© Patrick Brown/UNICEF/UN0402419

Children at work mining for gold. Village of Luhihi, South Kivu  
Province, Democratic Republic of the Congo. November 5, 2020.



# Ensuring the Future of Work is Fair for All

As the world began to recognize the gravity of COVID-19 in early 2020, the term “essential worker” emerged as new vocabulary. From a narrow definition of front-line workers in public health, medicine, and emergency services, the list of “essential workers” expanded, to include workers in sectors like transportation, education and childcare, agriculture and food production, and retail and delivery. As the pandemic wore on and economies suffered shortages of goods and workers, as well as higher consumer prices, the concept of essential workers gave way to recognition of a new reality: *All* workers are essential. Workers drive the massive, global supply chains that deliver everything we rely on in our daily lives, from baby food to solar panels.

## Increased Vulnerability

The pandemic disrupted economies across the globe, with acute consequences for workers. Many workers who abruptly lost their jobs temporarily or permanently sought other ways to earn needed income, including informal work. The burden of the pandemic fell heavily on countries, communities, and individuals least able to absorb the shock, especially already disadvantaged people and vulnerable groups. According to 2020 estimates from the World Bank, between 703 and 729 million people live in extreme poverty surviving on less than \$1.90 a day, and as many as 150 million people may be pushed into extreme poverty because of the pandemic. Poverty is associated with vulnerabilities beyond low income: Individuals who are poor lack mechanisms to cope with economic shocks and suffer disproportionately from poor health, hunger, and inadequate access to education and social services. Poverty forces people to take risks to survive, making them more vulnerable to labor exploitation. These vulnerabilities are more severe for systemically and institutionally oppressed racial and ethnic minority groups.

## Worker Safety and Health

As the world builds back from this pandemic, workers cannot be an afterthought. Worker safety is now top of mind, especially for the “essential workers” who risked their health staying on the job throughout the pandemic. In June of 2022, the International Labor Organization’s tripartite government, employer, and worker representatives made a

landmark decision to adopt a resolution to add the principle of a safe and healthy working environment to the ILO's Fundamental Principles and Rights at Work. (6) A safe workplace does not mean just physical safety, but safety in knowing that human rights and all Fundamental Principles and Rights at Work are respected and honored. Safe workplaces protect workers against COVID-19 and occupational illnesses, and also protect workers' rights to freedom of association and collective bargaining. A safe workplace is free from discrimination in respect of employment and occupation. And a safe workplace is free from child labor and forced labor.

## ILAB's Research and Reporting

As the largest government agency in the world dedicated to improving global working conditions and countering labor abuses, the Bureau of International Labor Affairs (ILAB) is uniquely positioned to address labor abuses in supply chains on a global level.

ILAB's research collects timely, accurate, and reliable information about the problem of global labor abuses, including relevant laws, regulations, policies, and best practices.

Our reporting—like our annual *Findings on the Worst Forms of Child Labor* report, our biannual update of the *List of Goods Produced by Child Labor or Forced Labor*, and this year's update to our *List of Products Produced by Forced or Indentured Child Labor*—is especially vital this year due to additions that have been identified as downstream goods made with inputs produced by child labor or forced labor. In addition, the International Labor Organization's new global estimates on forced labor show an increase from 24.9 to 27.6 million people worldwide since 2016. (117)

The *Findings on the Worst Forms of Child Labor* report focuses on the efforts of 131 countries and

territories to eliminate the worst forms of child labor through legislation, enforcement mechanisms, policies, and social programs. This year's *Findings on the Worst Forms of Child Labor* report highlights more than 100 gaps related to vulnerable groups, ranging from children with disabilities, refugees, girls, and Roma children to LGBTQI+ children and indigenous groups, among others.

ILAB's *List of Goods Produced by Child Labor or Forced Labor* and the *List of Products Produced by Forced or Indentured Child Labor* highlight particular goods and products with evidence of abusive labor practices. In this research, ILAB employs a systematic and rigorous process, supporting the collection of in-country data, traveling to conduct firsthand research in hard-to-reach places, and corroborating reports of labor abuses with credible international and local sources.

This year, for the first time, ILAB put in place measures to respond to a new congressional mandate under the Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2018 (TVPPRA). With this new mandate, the TVPPRA requires ILAB reporting to include in our *List of Goods Produced by Child Labor or Forced Labor*, as practical, goods that are produced with inputs made with forced or child labor in violation of international standards. For example, if cotton produced by forced labor in one country is imported by another country to produce garments, then those garments could be placed on our List. This year, for the first time, the List identifies specific supply chains that include inputs made in violation of international labor standards. You can read more about this mandate in the TVPPRA-specific section on page 45.

ILAB's reports provide actionable information to U.S. federal government agencies to safeguard federal procurement and prevent the import of goods made with prohibited labor. We also use these reports to help foreign governments build their capacity to end labor exploitation in their countries. Together, these reports also serve as a foundation and critical



resource for many companies as part of their ongoing efforts to reduce labor abuse across their supply chains and global production networks.

### *Using ILAB's Research: Tools for the Public*

In addition to the three flagship reports on international child labor and forced labor, ILAB produces other tools for the public that leverage our research. Beyond the *Sweat & Toil* app that covers detail from ILAB's reports, be sure to read on and learn more about *Comply Chain*—a standard set of best practices to address child labor and forced labor in global supply chains—and the *Better Trade Tool*, which matches our reporting on goods at risk of being produced with child labor or forced labor with international trade data.

ILAB's mobile app *Sweat & Toil* allows users to access more than 1,000 pages of research from all three of ILAB's flagship reports in an accessible digital format. The app also includes information on ILAB's country programs. This year, the app was updated with data visualizations to allow users to identify goods produced by child labor or forced labor by region or sector, explore regional trends, and display the sectoral distribution of child labor in countries where this information is available. These data visualizations will help stakeholders easily identify trends and use this research to make data-driven decisions.

ILAB provides companies with a practical, step-by-step guide to address child labor and forced labor in global supply chains through *Comply Chain: Business Tools for Labor Compliance in Global Supply Chains*. As child labor and forced labor continue to present serious and material risks to companies and industries, this smartphone and web-based app assists companies and industry groups seeking to develop robust social compliance systems for their global production. *Comply Chain* provides detailed guidance on eight critical elements of social compliance, including numerous real-

world examples on everything from responsible recruitment to worker voice. *Comply Chain* is designed for companies that do not have such a system in place or those needing to strengthen their existing systems. It is available in English, French, Malay, and Spanish.

This year's version of *Comply Chain* includes content updates and highlights a dozen specific examples of worker voice across all steps in the process. Worker voice—broadly defined—encompasses three main categories: representation, empowerment, and engagement. Worker voice is the freedom that workers have to represent their interests, individually and/or collectively. Worker voice is worker empowerment to raise concerns and address conditions and terms of employment. And worker voice is also workers being valued for skills and talents and a partnership to collaborate with management on company vision, process improvement, and project development. As just one example, *Comply Chain* highlights the vital role of active and strong unions as the constant eyes and ears in the workplace, and shows how effective unions can consistently advocate for positive change and labor compliance as opposed to one-time audits.

In 2021, ILAB launched the data-driven *Better Trade Tool*, which integrates ILAB's reporting with U.S. import trade data, including Harmonized Tariff Schedule codes. The *Better Trade Tool* is a resource for users interested in learning about labor exploitation risks in global supply chains. This year, updates include addition of full year 2021 U.S. import trade data, insights into U.S. preferential trade agreements, and global trade data. Tools like the *Better Trade Tool* help companies take steps to integrate more responsible sourcing practices to minimize child labor and forced labor risks. Read more about how the U.S. government as the single largest purchaser of goods and services in the world leverages resources to demonstrate leadership in the realm of public procurement in Box 1.







## Box 1

## The Role of Public Procurement in Promoting Responsible Business Practices

How do highways get built, and how do government offices obtain the equipment and manpower necessary to provide services to constituents? The answer is public procurement: the process by which a government agency, such as the U.S. Department of Labor (USDOL), purchases goods and services from an external source, often through a competitive bidding process. Public procurement represents an average of 13 to 20 percent of global GDP. (7) Because public procurement is such a large share of the economy, governments can set the standards for decent work and model expectations for private sector counterparts by exercising and promoting responsible business practices.

Since 2001, the U.S. has relied on the **List of Products Produced by Forced or Indentured Child Labor** ("EO List," pursuant to Executive Order 13126) to ensure that U.S. federal government agencies do not procure any goods that are produced by forced or indentured child labor. As of this year's publication, the EO List includes 35 products from 26 countries, with the latest addition of bricks from Cambodia.

In addition, the **Federal Acquisition Regulation (FAR), "Ending Trafficking in Persons"** implements anti-trafficking in persons practices for federal contractors and subcontractors. The FAR also requires that contracting officers check USDOL's EO List when issuing solicitations. (8) The EO List alerts contracting personnel that there is a reasonable basis to believe that certain goods may have been mined, produced, or manufactured by forced or indentured child labor. Any federal contractors who supply or wish to supply products on the EO List must certify to the contracting agency that they have made a good faith effort to determine whether forced or indentured child labor was used to produce the items supplied. (9)

USDOL is a co-chair of the Procurement & Supply Chains Committee of the Presidential Interagency Task Force to Monitor and Combat Trafficking in Persons Senior Policy Operating Group, comprising senior officials representing 20 federal agencies and departments that coordinate U.S. government-wide efforts to address trafficking in persons. The committee serves as a forum through which government agencies can coordinate and strengthen procurement safeguards and supply chain efforts, including during the pandemic, when it focused on the procurement of medical and healthcare supplies, such as personal protective equipment.

### *ILAB Projects: Knowledge in Action*

ILAB research influences the design and funding of innovative technical assistance projects to combat labor abuses in global supply chains through collaborative efforts with governments, civil society, unions and democratic worker organizations, companies, and other partners. Since 1995, ILAB has implemented more than 350 projects in 99 countries in partnership with more than 90 organizations and with the support and association of a variety of governments and private sector partners. As the

world demands more joint global action on child labor, forced labor, and human trafficking, ILAB is a crucial partner and mentor to those committed to upholding worker rights. Learn more about how ILAB's projects are helping to address entrenched issues of child labor in Box 2.

In El Salvador, Guatemala, and Honduras, an estimated 1.4 million children are engaged in child labor, a figure that has likely increased due to pandemic-related job loss, school closures, and lockdowns. For families experiencing poverty or an

## Box 2

## From Child Laborer to Tailor-in-Training

Felicia started working at the age of 13. One of 18 children, her family could not afford her school fees and needed their children's labor to put food on the table. Felicia joined her siblings in the intensive and hazardous work of planting, harvesting, and selling cocoa and palm fruit.

On many small farms, like the one on which Felicia toiled, children engaging in agricultural work carry heavy loads, use sharp tools, burn fields, and handle dangerous agrochemicals, all of which can harm their development and health.

"I thought harvesting palm fruit was a normal thing until I got my legs twisted after I fell from a palm tree," Felicia recalls.

Felicia's story is not uncommon. In Ghana, where she lives, the average girl only receives 4 years of education and is vulnerable to child labor, especially on smallholder farms in the country's cocoa supply chain. Ghanaian girls make up more than half of the child laborers engaged in cocoa production. These challenges, along with early pregnancy and violence, hinder opportunities for girls between the ages of 10 and 19, and this trend has worsened as a result of the COVID-19 pandemic.

The Bureau of International Labor Affairs' **Adwuma Pa project** is working to change this by providing women and adolescent girls more opportunities for education and training to help them secure decent work in and outside of the cocoa sector. These strategies help reduce participants' risk of child labor, forced labor, and other labor rights violations. The project has helped women and adolescent girls increase their earning potential as well as their ability to express their voice on behalf of themselves as workers.

Through the project, Felicia enrolled in a 3-month intensive soft skills training when she was 17 years old and is currently completing a vocational training program in which she is learning to become a tailor. With her new confidence and job skills, she will have a better chance to chart a future with economic autonomy, away from the fields where she toiled as a child.

"The vocational training has been a life-changer for me. As I speak now, if not for the vocational training I am enrolled in, I would have been at the farm by now," she says. "I see myself as becoming one of the best fashion designers in the Tano South Municipality. All my family members have been encouraging me to keep focused on the training to achieve my dreams."

economic shock like the ones caused by COVID-19 or 2020's devastating hurricanes Eta and Iota, workers' access to decent work and enjoyment of full labor rights can determine whether families must send a child into child labor for income, find work in the informal economy that may turn out to be exploitative, or even migrate abroad to find work elsewhere.

In December 2021, ILAB awarded the Pan American Development Foundation a new project that seeks to strengthen civil society and workers' organizations' ability to partner with other actors to combat labor exploitation in the region. The project will directly

support 45 civil society and workers' organizations to improve their operations and ability to address labor exploitation. These organizations represent indigenous, Afro-descendant, and Garifuna populations, and the project provides an opportunity to increase equitable access to services for these vulnerable groups. The project will also encourage governments and the private sector to proactively engage with civil society and workers on these issues. Learn more about one of ILAB's other projects in Latin America below in Box 3, in Malaysia in Box 4, and general project information in Figures 1 and 2.



## Box 3

## Cleaning Up the Coffee Supply Chain in Latin America

The Cooperation On Fair, Free, Equitable Employment (**COFFEE**) Project is a 4-year initiative that aims to reduce the risk of labor exploitation in coffee supply chains by building capacity within the private sector, civil society, and government to better understand, identify, address, and prevent labor abuses. The COFFEE project has created a Socially Sustainable Sourcing Toolkit comprising 17 tools that businesses and other stakeholders can selectively apply to proactively identify and address the root causes of labor abuses in their operations. The toolkit is based on ILAB's **Comply Chain** app, which provides a practical, step-by-step guide to critical elements of social compliance.

The COFFEE project has developed a set of eight online training modules on these topics, which have already been implemented with 58 participants from key private-sector stakeholders in Mexico. At the 2022 Specialty Coffee Expo, the largest coffee industry event in North America, the COFFEE project publicly launched its toolkit, which is now available on the **project's website**. In addition to the Socially Sustainable Sourcing Toolkit and training modules, the COFFEE project is implementing pilot projects in Brazil, Colombia, and Mexico to identify, address, and prevent labor risks in those countries' coffee supply chains. Each pilot has a unique theme, with Brazil focusing on ethical recruitment, Colombia exploring alternatives to piece-rate pay, and Mexico working on capacity building within the private sector.

## Box 4

## Empowering Migrant Workers in Malaysia

Migrant workers are particularly vulnerable to egregious forms of labor exploitation, including forced labor and child labor, and often lack access to unions or other capable organizations that enable them to safely advocate for their rights or collectively voice their needs. The ILAB-funded, \$5 million **MY Voice Project to Combat Forced Labor and Child Labor in the Production of Goods in Malaysia** is designed to help meet these challenges through strategies that emphasize the role of worker voice in finding solutions. MY Voice will deliver training modules and workshops to increase understanding among trade unions, civil society, migrant worker community leaders, government labor inspectors, and recruitment agencies in Malaysia about the root causes of forced labor and child labor in two key industries—palm oil and garment production. The project will encourage participants to take action to prevent, identify, and remediate labor rights abuses in these sectors. In addition, MY Voice will leverage partnerships with multinational companies to improve suppliers' compliance with labor standards through models that incorporate worker voice. The project will also provide technical support to integrate worker perspectives into palm oil and garment companies' management and compliance systems, including company risk assessments, policies, communication, compliance monitoring, performance reporting, and worker grievance mechanisms (44). The new MY Voice project is just one example of ILAB's work in the region. Just last year, ILAB launched its **Comply Chain** due diligence toolkit in Malay, the official language in Malaysia.

Figure 1

# ILAB's Projects

## Addressing Issues Related to the List of Goods Made with Child Labor or Forced Labor

ILAB funded **54** active projects & initiatives within **48** countries in 2021





Figure 2

# Making an Impact



Demonstrating commitment and leadership in the worldwide movement to end child labor, which has contributed to a global **reduction of 86 million** child laborers since 2000

Providing education and vocational training opportunities to nearly **2 million** children



Increasing the capacity of **more than 85 countries** to address child labor and forced labor

Improving livelihoods for **nearly 200,000** vulnerable families



Training **more than 65,000** labor inspectors and law enforcement officials

Providing **more than 70,000** teachers with training to work with children affected by child labor



Supporting the collection of information on child labor and forced labor **through more than 300** surveys, including **more than 90** national child labor surveys

Visit [www.dol.gov/EndChildLabor](http://www.dol.gov/EndChildLabor) to learn more

## Counterfeiting and Labor Rights Violations

During the pandemic, many consumers increasingly shifted their buying online, taking part in digital trade. As digital trade has grown in scope and scale, consumers—and even businesses—have increasingly struggled to determine who is making the goods and products they buy, and under what conditions.

Research has shown that persistent labor abuse overlaps with bad practices like counterfeiting, and that many counterfeit goods find their way to online marketplaces.

Non-governmental organizations and industry representatives have reported that factories in China making counterfeit products often have unsafe working conditions that violate local or international environmental, health, and safety standards. Detecting these facilities is difficult because facility operators take measures to evade notice of their illegal operations. For example, some factories producing counterfeit goods operate at night or with blacked-out windows and limited ventilation, even if they use dangerous chemicals. Yet, law enforcement raids on counterfeiting facilities rarely involve participation from labor inspectors, which means labor rights abuses go undetected and unresolved, and workers who have been compelled by coercion or force to produce counterfeit goods have little recourse.

According to ILAB research of global data, products most commonly counterfeited include garments, electronics, footwear, and fashion accessories—product categories also associated with labor exploitation, including child labor and forced labor. China is the top country of origin for counterfeit goods seized by U.S. Customs and Border Protection, as well as the country with the greatest number of products made with forced labor, including state-sponsored forced labor. In the early days of the pandemic, when the global demand for personal protective equipment (PPE) and other COVID-19-related products was high, there were many reports of labor violations in the production of

counterfeit goods. These counterfeit products were reportedly made in unsterile conditions, including in sweatshops previously used to make other types of counterfeit goods.

As an example of ILAB's role in addressing forced labor in the medical supplies sector, ILAB added rubber gloves produced in Malaysia to its *List of Goods Produced by Child Labor or Forced Labor* in 2020. This addition was based on an investigation into the UK's National Health Service supply chains by *The Guardian* in 2018 found that migrant workers at Top Glove had experienced exploitative conditions, including excessive overtime, passport confiscation, withholding of wages, and other *indicators of forced labor*. During the pandemic, rising demand for PPE, restriction of movement to contain the spread of the virus, and the cessation of in-person audits exacerbated long-standing labor abuses. On July 15, 2020, U.S. Customs and Border Protection (CBP) issued a *Withhold Release Order* (WRO) that banned Malaysian company Top Glove-produced rubber gloves from import into the United States because the gloves were made by forced labor. Under the WRO, CBP seized several *shipments of disposable gloves* that originated in Malaysia. On September 9, 2021, CBP issued a *modification* of its forced labor findings on Top Glove, allowing imports to resume. In the press release, CBP affirmed that Top Glove has “issued more than \$30 million in remediation payments to workers and improved labor and living conditions at the company’s facilities,” which is consistent with a *final statement* released in October 2021 by Impactt Limited, a UK-based independent consultancy firm specializing in human rights and ethical trade practices, including the remediation of forced labor. The transparency of Top Glove’s remediation process—swift implementation of Impactt’s recommendations, including payments to migrant workers directly employed by Top Glove, an independent grievance mechanism, and continuous and effective public reporting of corrective actions—was instrumental in remediating an identified forced labor issue.



### *Trade Tools to Address Forced Labor*

Through negotiation, monitoring, and enforcement of labor provisions in U.S. trade agreements, ILAB ensures that parties to trade agreements adopt, maintain, and enforce the five core labor rights contained in the ILO Declaration on Fundamental Principles and Rights at Work. (6)

The recent United States-Mexico-Canada Free Trade Agreement (USMCA) includes the strongest and most far-reaching labor provisions in any trade agreement in the world. The USMCA and its implementing legislation achieved two novel outcomes related to forced labor: 1) provisions prohibiting all parties from importing goods made with forced labor, meaning the U.S., Mexico, and Canada are each required to prohibit the import of goods made with forced labor from entering their respective territories, and 2) the establishment of an interagency body to monitor forced labor trade enforcement—the Forced Labor Enforcement Task Force (FLETF). (11; 12; 13)

In addition to participating in the FLETF and providing reporting and country- and sector-specific labor expertise to other parts of the U.S. government, ILAB supports the effective implementation of the USMCA by collaborating with the government of Mexico, conducting and supporting research to raise awareness on the prevalence and risk of child labor and forced labor in Mexico, funding programs to improve worker rights, increasing labor law enforcement, and addressing child labor and forced labor in the production of agricultural products. Two recent ILAB programs in Mexico provide support to Mexico's federal government and private sector to improve compliance with USMCA labor commitments: *Sustentar: Project to Build and Strengthen Sustainability Systems in the Tomato and Chile Sectors in Mexico*, and *Building a Comprehensive Government of Mexico Approach to Combatting Child Labor and Forced Labor*. ILAB is also planning to fund a third project: *Una Cosecha Justa* (A Just Harvest): Project to Reduce Child Labor,



Forced Labor, and Other Exploitation in the Chile Pepper and Tomato Sectors in Mexico. These projects seek to improve implementation and enforcement of policies and programs dedicated to combating child labor and forced labor and increase stakeholders' compliance with Mexican labor laws and the USMCA labor chapter. (14; 15)

ILAB's projects are global in scope to match the global nature of labor abuses. Informality is a key ongoing

challenge that can exacerbate child labor and forced labor risks. Learn more about informality as a driver of child labor in Box 5. In addition, Box 6 highlights the risks of child labor in the production of new, green technologies such as lithium-ion batteries that power the growing number of electric vehicles on the road today. Cobalt is a key input for those batteries and is often mined using child labor.

#### Box 5

### Informality and Child Labor Risks

Many of the **160 million children** that the ILO and UNICEF estimate to be engaged in child labor are working in the informal sector. (16) The informal economy is made up of individuals who work in unregistered jobs or enterprises, often with little to no legal oversight, poor working conditions, and a lack of social protection for workers. For children, informal work often includes work on small-scale farms, street vending, and domestic labor. With few protections under national laws, children working in the informal economy are at a heightened risk of child labor.

In many countries, including in both **Bangladesh** and **Mozambique**, labor laws do not apply to children in the informal sector. (17; 18) In these cases, monitoring and inspection are often inadequate and labor laws are poorly enforced. This lack of oversight is driven by the challenge of tracking unregistered businesses, the difficulty of accessing locations where children are informally employed (especially in homes as domestic workers or in rural fields as agricultural workers), and by resource constraints. Poor enforcement leaves children effectively unprotected by legal minimum age requirements for work and hour limitations. Gaps in enforcement also increase the likelihood of children experiencing dangerous working conditions, such as handling hazardous tools and chemicals, that are likely to harm the development of the child.

Not only does informal work contribute to child labor, but the lack of access to social protection systems leaves workers in the informal sector vulnerable to economic shocks and poverty, a root cause of child labor. The precariousness of informal work was evident during the COVID-19 pandemic when adult workers in the informal sector faced barriers to accessing social protection programs, such as unemployment relief or employment benefits like severance pay and sick leave. This vulnerability and loss of income drove millions of informal workers into increased poverty, resulting in an increase in child labor as children took on paid work opportunities to support themselves and their families. Children's participation in child labor was also exacerbated by school closures. For the first time in decades, **progress toward eliminating child labor has reversed** and the number of children working in conditions of child labor has increased. (16)



## Box 6

## Child Labor in Global Supply Chains: Cobalt

The most recent global estimates on child labor from the ILO revealed that a significant share of child labor in global supply chains occurs in the lower tiers of those supply chains, specifically in activities such as raw material extraction and agriculture. (19)

Raw materials that go into various products we use daily—from clothing to coffee and tea—carry a risk of being made with child labor. Smartphones and laptops contain a vital component widely known to be produced with child labor: the lithium-ion battery made with cobalt mined in the Democratic Republic of the Congo (DRC).

Thousands of children miss school and work in terrible conditions to produce cobalt for lithium-ion batteries, a product which carries a label that simply says, “produced in China.” Entire families may work in cobalt mines in the DRC, and when parents are killed by landslides or collapsing mine shafts, children are orphaned with no option but to continue working. (20) Both adults and children are also trafficked to work in eastern DRC “artisanal” mines, where much of the abusive labor conditions occur. (21)

Tracking the cobalt supply chain requires knowledge of trade data, supplier information, transport routes, and processing steps. While large-scale mining operations get more oversight than smaller, artisanal mines, cobalt from both large-scale mines and artisanal mines are refined *together*, predominantly in China, and then further processed into battery components and sold to consumers, who are unaware that the product contains an input that is often produced with child labor.

As ILAB continues to expand its downstream supply chain tracing work with new research and tools, companies will have fewer excuses—such as the distance between raw materials and the finished product or supply chain complexity—to point to for their lack of accountability in determining if a supply chain is tainted with child labor or forced labor.

### *Data as a Driver for Global Action*

Overcoming the challenges of addressing long-standing labor abuse requires knowledge and data. ILAB’s reporting and other tools and resources are at the forefront of the effort to generate and disseminate that knowledge. ILAB’s research is also built on strong and credible data that informs U.S.

policies and actions to eliminate forced labor and child labor, which in turn supports U.S. leadership in global efforts. Yet, knowledge and data on global labor abuses is just the first step. Achieving our global vision of ending child labor requires collaboration between workers, trade unions, businesses, civil society, and other relevant stakeholders.

A new cornerstone of global collaboration to end child labor is the *Durban Call to Action* adopted by participants, including the United States, at the 5th Global Conference on the Elimination of Child Labor held in May 2022 in South Africa. The Call to Action is a commitment to scale up action to accelerate multi-stakeholder efforts to prevent child labor by making decent work for working age people a reality, end child labor in agriculture, strengthen the prevention and elimination of child labor and the protection of survivors through data-driven and survivor-informed policy, realize children's right to education, achieve universal access to social protection, and increase financing and international cooperation for the elimination of child labor and forced labor. The Call to Action lays out 49 immediate and effective measures to take across these areas. Learn more about our support to the Durban Call to Action in Figure 3.

The U.S. backs its pledges under the Durban Call to Action with a commitment to centering workers in

our efforts to build back from COVID-19 and strive for a more just economy. As we adapt to the changes the pandemic imposed on our jobs and lives, we can build the future of work on responsible labor practices and greater respect for labor rights, with dignity at work at the forefront. We must ensure that the future of work is fair for all and that all workers—including women, people of color, and disenfranchised populations—are empowered to freely raise their voices and organize. Empowered, organized workers can speak out against exploitative labor practices, including forced labor and child labor. They negotiate better wages, benefits, and working conditions that reduce families' vulnerability to forced labor and child labor. They can advance democratic values and practices in their workplaces and demand an end to workplace violence and discrimination. They can build stable lives for their families, vibrant communities, inclusive economies, and democratic societies, free from forced labor and child labor.





Figure 3

# Roadmap to Eliminate Child Labor

## ILAB's Support for the Durban Call to Action

The **Durban Call to Action** calls for **urgent action to end child labor** and was adopted by Delegates at the **5th Global Conference on the Elimination of Child Labor**. ILAB supports the six commitments through its nearly 2,200 country-specific recommendations:

### MAKING DECENT WORK A REALITY

- Ensure the minimum age for work applies to all children, including those in the informal sector.

### ENDING CHILD LABOR IN AGRICULTURE

- Allocate sufficient resources to ensure routine labor inspections are conducted, particularly in agriculture.

### PREVENTING AND ELIMINATING CHILD AND FORCED LABOR

- Establish a referral mechanism between enforcement authorities and social services to ensure survivors of child labor receive appropriate support services.

Continue and Expand Efforts to Eliminate the Worst Forms of Child Labor.

### SUPPORTING SOCIAL PROTECTION PROGRAMS

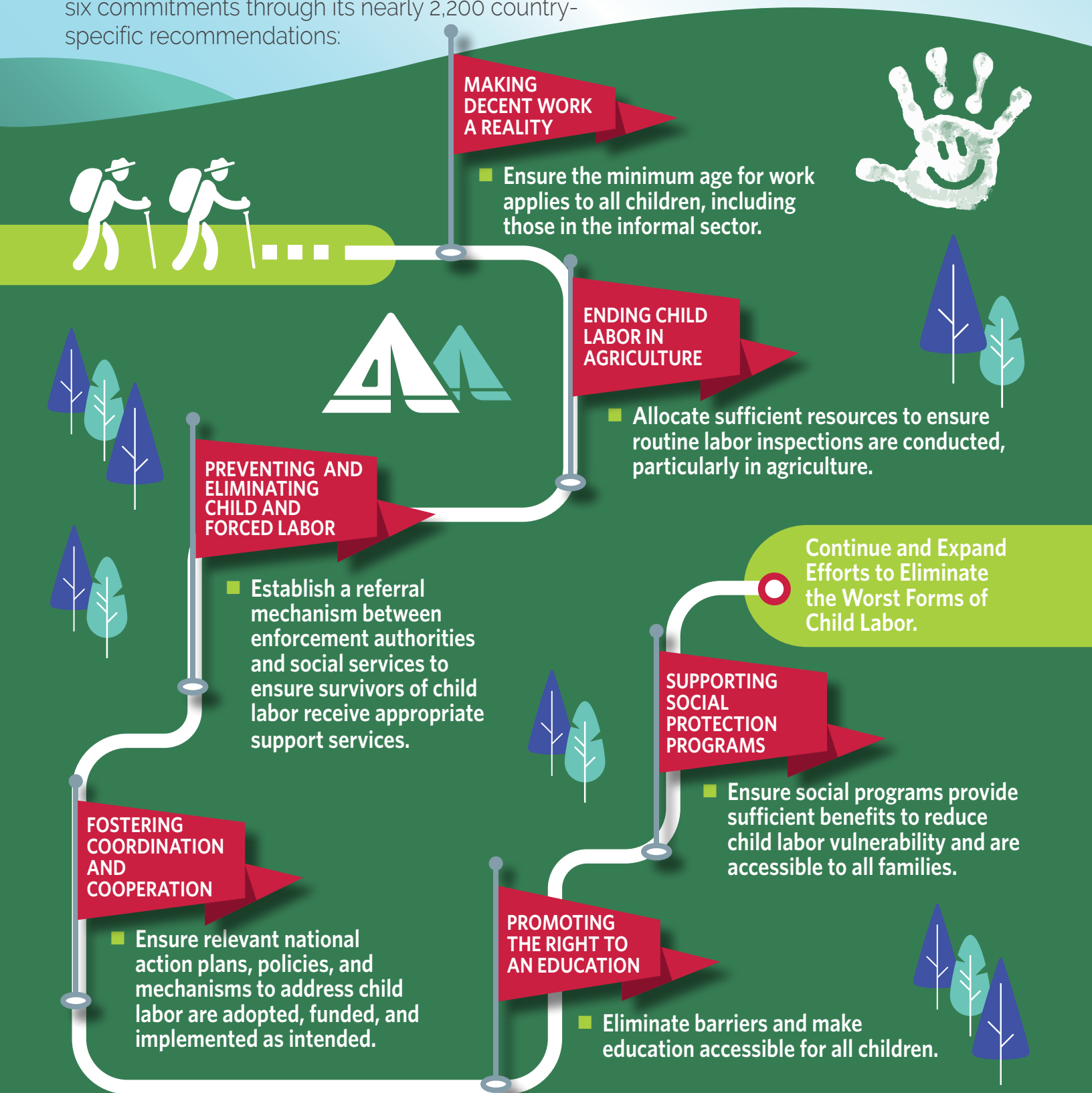
- Ensure social programs provide sufficient benefits to reduce child labor vulnerability and are accessible to all families.

### FOSTERING COORDINATION AND COOPERATION

- Ensure relevant national action plans, policies, and mechanisms to address child labor are adopted, funded, and implemented as intended.

### PROMOTING THE RIGHT TO AN EDUCATION

- Eliminate barriers and make education accessible for all children.





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Inside a cave, locals of Gaziantep are in harness, including children between the ages of 8-12, for old-style production of hemp rope that requires a 35-50 km walk between two wheels used to twist hemp fiber to produce a high-quality of rope. Gaziantep, Turkey. April 1, 2014.





# The 2022 List of Goods Produced by Child Labor or Forced Labor

## Origins

Today's global supply chains are complex. Raw materials may go through many processing steps—often crossing country borders—before a finished good lands in the store. Unfortunately, we cannot confidently say where many of the products we buy every day originated. While many online shopping sites and the U.S. Postal Service, for example, provide tracking options, these only track products from the warehouse to your house. So, where do the products themselves come from? Who makes them? And under what conditions? The reality is sobering. Our research shows that some everyday consumer products were made with forced labor or by children. In many cases, vulnerable workers, including migrants and those in the informal sector, were never paid the wages they were owed. Many endured gender-based violence and harassment just to keep their jobs. Moreover, many had no rights at work and no power to demand better treatment. See Figure 4 for more information on forced labor indicators.

The U.S. Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB) provides timely, factual reporting on international child labor and forced labor, including this year's release of our annual *List of Goods Produced by Child Labor or Forced Labor*. The List, known as the TVPRA List, is required by the Trafficking Victims Protection Reauthorization Act. ILAB maintains the TVPRA List primarily to raise public awareness about child labor and forced labor around the world and to promote efforts to eliminate them. The TVPRA List serves as a catalyst for more strategic and focused coordination and collaboration among those working to address these problems.

The countries on the TVPRA List span every region of the world. This section begins with the full 2022 TVPRA List and an analysis of what the sectors and countries/areas on the TVPRA List tell us about child labor and forced labor in the world today. We then present the 2022 additions to the TVPRA List and discuss not only key findings, but also the information sources that are critical to bringing these issues into the open. Next, we look in depth at this year's removal from the TVPRA List, discussing the factors that contributed to the reduction of forced labor in this case. We also point to notable efforts that governments, the private sector, workers' organizations, civil society, and multilateral organizations are undertaking to eradicate these problems. Finally, we take a look at what is in store for the future of the TVPRA List and explore how this list will start to identify goods that ILAB has reason to believe contain inputs made with forced labor or child labor. For example, this year's edition of the TVPRA List adds lithium-ion batteries—not because of direct evidence of labor abuse in final production of that good, but because of the evidence of labor abuse in the mining of cobalt, a key input in the production of those batteries.

The 2022 edition of the TVPRA List includes 158 goods from 77 countries and 10 goods made with inputs

made with forced or child labor that are produced in two countries. Two new goods—dairy products and açai berries—have been added. The full list of 467 line items (a line item is a unique combination of a country/area and a good) is shown in Table 1. This tenth edition of the TVPRA List adds 32 additions and removes one line item—cotton from Uzbekistan. For full-paragraph descriptions of each good being added to the TVPRA List, see Appendix 7. See Figure 5 to get a visual snapshot of the 2022 TVPRA List. Table 2 provides an overview of the new additions in this year's edition of the report.

In addition to our biannual TVPRA List, and the annual Findings on the Worst Forms of Child Labor report, ILAB produces a third periodic report called the *List of Products Produced by Forced or Indentured Child Labor* (EO List). ILAB maintains this list of products and their source countries which it has a reasonable basis to believe are produced by forced or indentured child labor, pursuant to Executive Order 13126. The EO List is intended to ensure that U.S. federal agencies do not procure goods made by forced or indentured child labor. Please refer to Box 7 for more information about ILAB's *List of Products Produced by Forced or Indentured Child Labor*.

Figure 4

## Indicators of Forced Labor



Coercive recruitment



Confiscation of identity papers or travel documents



Forced overtime



Physical or verbal violence



Limited freedom of movement or communication



No freedom to resign in accordance with legal requirements



Box 7

## ILAB's *List of Products Produced by Forced or Indentured Child Labor*

Published by the Bureau of International Labor Affairs, the *List of Products Produced by Forced or Indentured Child Labor* (EO List) is required by Executive Order 13126 and names products that USDOL has reason to believe are produced by forced or indentured child labor in the specified countries. The EO List is produced to ensure that U.S. federal agencies do not procure goods that are identified as being made with forced or indentured child labor. Under procurement regulations, federal contractors who supply products on the EO List must also certify that they have made a good faith effort to determine whether forced or indentured child labor was used to produce the items supplied. The EO List is updated as needed, and as of July 13, 2022, this list contains 35 products from 26 countries.

USDOL, in consultation with Department of Homeland Security and the Department of State, assesses the inclusion of a product against the following criteria as part of an initial determination process for the addition of each product:

- the nature of the information describing the use of forced or indentured child labor;
- the source of the information;
- the date of the information;
- the extent of corroboration of the information by appropriate sources;
- whether the information involved more than an isolated incident; and
- whether recent and credible efforts are being made to address forced or indentured child labor in a particular country or industry.

USDOL accepts public comments for at least 30 days following publication of a notice of initial determination. (For more information, refer to the **Procedural Guidelines**). USDOL will consider all comments prior to the publication of a final determination, again made in consultation with the Department of Homeland Security and the Department of State.

On July 13, 2022, the EO List was updated to include bricks from Cambodia. (22) The initial determination to add the product was made on October 2, 2020. After performing a thorough review of comments submitted and conducting further research in consultation with the other Departments, USDOL concluded that there is a reasonable basis to believe that bricks in Cambodia have been produced with the use of forced or indentured child labor in more than isolated incidents.

Table 1

## The 2022 TVPRA List by Country

COUNTRY/AREA	CHILD LABOR	FORCED LABOR	CHILD LABOR & FORCED LABOR
Afghanistan	Carpets, Coal, Poppies, Salt		Bricks
Angola			Diamonds
Argentina	Blueberries, Bricks, Cotton, Garlic, Grapes, Olives, Strawberries, Tobacco, Tomatoes, Yerba Mate (stimulant plant)		Garments
Azerbaijan	Cotton		
Bangladesh	Bidis (hand-rolled cigarettes), Bricks, Footwear, Furniture (steel), Garments, Glass, Leather, Matches, Poultry, Salt, Shrimp, Soap, Textiles, Jute (textiles)	Garments	Dried Fish
Belize	Bananas, Citrus Fruits, Sugarcane		
Benin	Granite (crushed)		Cotton
Bolivia	Bricks, Gold, Silver, Tin, Zinc	Cattle, Peanuts	Brazil Nuts/Chestnuts, Corn, Sugarcane
Brazil	Açaí Berries, Bananas, Beef, Bricks, Cashews, Ceramics, Cocoa, Corn, Cotton, Fish, Footwear, Hogs, Manioc/Cassava, Pineapples, Poultry, Rice, Sheep, Sisal, Tobacco	Garments, Timber	Cattle, Charcoal, Coffee, Sugarcane
Burkina Faso	Granite		Cotton, Gold
Burma	Garments	Palm Thatch, Sesame, Shrimp, Sunflowers	Bamboo, Beans (green, soy, yellow), Bricks, Jade, Rice, Rubber, Rubies, Sugarcane, Teak
Cambodia	Alcoholic Beverages, Bovines, Fish, Manioc/Cassava, Meat, Rubber, Salt, Shrimp, Sugarcane, Textiles, Timber, Tobacco		Bricks
Cameroon	Cocoa, Gold		



COUNTRY/AREA	CHILD LABOR	FORCED LABOR	CHILD LABOR & FORCED LABOR
Central African Republic	Diamonds		
Chad	Cattle		
China		Artificial Flowers, Christmas Decorations, Coal, Fish, Footwear, Garments, Gloves, Hair Products, Polysilicon, Nails, Thread/Yarn, Tomato Products	Bricks, Cotton, Electronics, Fireworks, Textiles, Toys
Colombia	Bricks (clay), Coal, Coffee, Emeralds, Fruits (Pome and Stone), Gold, Grapes, Pornography, Sugarcane		Coca (stimulant plant)
Costa Rica	Cattle, Coffee		
Côte d'Ivoire			Cocoa, Coffee
Democratic Republic of the Congo	Cobalt Ore (heterogenite), Copper, Diamonds		Gold, Tantalum Ore (coltan), Tin Ore (cassiterite), Tungsten Ore (wolframite)
Dominican Republic	Baked Goods, Coffee, Rice, Tomatoes		Sugarcane
Ecuador	Bananas, Bovines, Bricks, Flowers, Gold, Hogs, Poultry, Rice		
Egypt	Bricks, Cotton, Stones (limestone)		
El Salvador	Baked Goods, Cattle, Cereal Grains, Coffee, Fireworks, Shellfish, Sugarcane		
Eswatini	Bovines		
Ethiopia	Cattle, Gold, Khat (stimulant plant)		Textiles (hand-woven)
Ghana	Bovine, Cocoa, Gold, Rice, Textiles		Fish, Tilapia (fish)
Guatemala	Broccoli, Coffee, Corn, Fireworks, Gravel (crushed stones), Sugarcane		
Guinea	Cashews, Cocoa, Coffee, Diamonds, Gold		
Honduras	Coffee, Lobsters, Melons		

COUNTRY/AREA	CHILD LABOR	FORCED LABOR	CHILD LABOR & FORCED LABOR
India	Bidis (hand-rolled cigarettes), Brassware, Cotton, Fireworks, Footwear, Gems, Glass Bangles, Incense (agarbatti), Leather Goods/Accessories, Locks, Matches, Mica, Silk Fabric, Silk Thread, Soccer Balls, Sugarcane, Thread/Yarn	Tea, Thread/Yarn	Bricks, Carpets, Cottonseed (hybrid), Embellished Textiles, Garments, Rice, Sandstone, Stones
Indonesia	Footwear (sandals), Gold, Rubber, Tin, Tobacco		Fish, Oil (palm)
Iran	Bricks, Carpets		
Kazakhstan			Cotton
Kenya	Cattle, Coffee, Fish, Gold, Khat/Miraa (stimulant plant), Rice, Sand, Sisal, Sugarcane, Tea, Tobacco		
Kyrgyz Republic	Cotton, Tobacco		
Lebanon	Potatoes, Tobacco		
Lesotho	Cattle		
Liberia	Diamonds, Rubber		
Madagascar	Mica, Sapphires, Stones, Vanilla		
Malawi	Tea		Tobacco
Malaysia		Electronics, Garments, Rubber Gloves	Oil (palm)
Mali	Cotton, Gold		Rice
Mauritania	Cattle, Goats		
Mexico	Beans (green beans), Cattle, Coffee, Cucumbers, Eggplants, Garments, Leather Goods, Melons, Onions, Poppies, Pornography, Sugarcane, Tobacco		Chile Peppers, Tomatoes
Mongolia	Coal, Fluorspar (mineral), Gold		
Mozambique	Tobacco		



COUNTRY/AREA	CHILD LABOR	FORCED LABOR	CHILD LABOR & FORCED LABOR
Nepal			Bricks, Carpets, Embellished Textiles, Stones
Nicaragua	Bananas, Coffee, Gold, Gravel (crushed stones), Shellfish, Stones (pumice), Tobacco		
Niger	Gold, Gypsum (mineral), Salt, Trona (mineral)	Cattle	
Nigeria	Gold, Manioc/Cassava, Sand		Cocoa, Granite, Gravel (crushed stones)
North Korea		Bricks, Cement, Coal, Gold, Iron, Textiles, Timber	
Pakistan	Baked Goods, Bovines, Dairy Products, Electronics, Furniture, Garments, Glass Bangles, Leather, Rice, Surgical Instruments, Textiles	Cotton, Sugarcane, Wheat	Bricks, Carpets, Coal
Panama	Coffee, Melons		
Paraguay	Beans, Bricks, Cabbages, Carrots, Corn, Fish, Goats, Hogs, Lettuce, Manioc/Cassava, Melons, Onions, Peanuts, Peppers, Pornography, Poultry, Sesame, Sheep, Stones (limestone), Sugarcane, Sweet Potatoes, Tomatoes, Yerba Mate (stimulant plant)		Cattle
Peru	Bricks, Coca (stimulant plant), Fireworks, Fish	Brazil Nuts/Chestnuts, Timber	Gold
Philippines	Bananas, Coconuts, Corn, Fashion Accessories, Fish, Gold, Hogs, Pornography, Pyrotechnics, Rice, Rubber, Sugarcane, Tobacco		
Russia		Bricks, Timber	Pornography
Rwanda	Tea		
Senegal	Gold		
Sierra Leone	Cocoa, Coffee, Granite, Oil (palm)		Diamonds

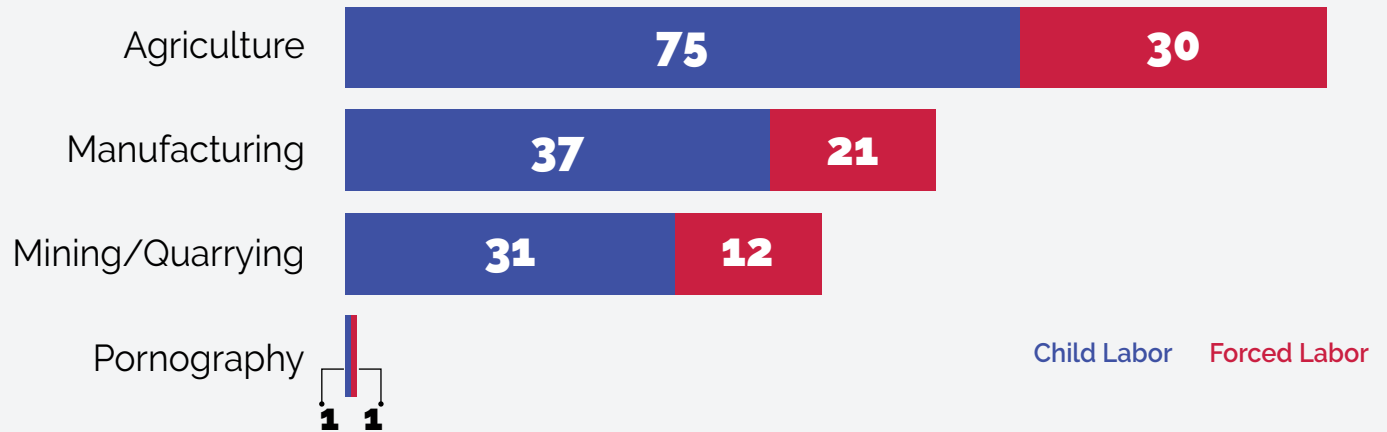
COUNTRY/AREA	CHILD LABOR	FORCED LABOR	CHILD LABOR & FORCED LABOR
South Sudan			Cattle
Sudan	Gold		
Suriname	Gold		
Taiwan		Fish	
Tajikistan			Cotton
Tanzania	Cloves, Coffee, Gold, Nile Perch (fish), Sisal, Tanzanite (gems), Tea, Tobacco		
Thailand	Pornography, Sugarcane	Fish	Garments, Shrimp
Turkey	Citrus Fruits, Cotton, Cumin, Footwear, Furniture, Garments, Hazelnuts, Peanuts, Pulses (legumes), Sugar Beets		
Turkmenistan			Cotton
Uganda	Bricks, Cattle, Charcoal, Coffee, Fish, Gold, Rice, Sand, Stones, Sugarcane, Tea, Tobacco, Vanilla		
Ukraine	Amber, Coal, Pornography		
Uzbekistan		Silk Cocoons	
Venezuela		Gold	
Vietnam	Bricks, Cashews, Coffee, Fish, Footwear, Furniture, Leather, Pepper, Rice, Rubber, Sugarcane, Tea, Textiles, Timber, Tobacco		Garments
Yemen	Fish		
Zambia	Cattle, Cotton, Gems, Stones, Tobacco		
Zimbabwe	Gold, Tobacco, Sugarcane		



Figure 5

## The List in Numbers

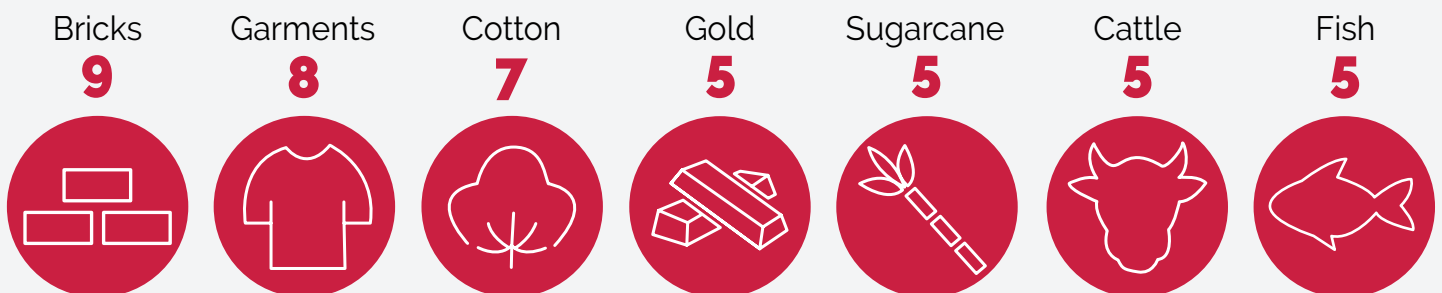
Number of Goods Produced Globally by Production Sector,  
Disaggregated by Child Labor and Forced Labor



### Goods with the Most Child Labor Listings by Number of Countries



### Goods with the Most Forced Labor Listings by Number of Countries



## Analysis of Additions to the List

There are 32 additions in the tenth edition of *List of Goods Produced by Child Labor or Forced Labor*. Ten of these additions have been identified as containing inputs that ILAB has reason to believe are produced

with child labor or forced labor. Table 2 displays our additions, noting the country, the good, and the labor exploitation associated with that good (child labor or forced labor). For descriptions of each addition for the tenth edition, please see Appendix 7. Additionally, ILAB updated the *List of Products Produced by Forced or Indentured Child Labor* to include bricks from Cambodia.

Table 2

## Additions to the List in 2022

COUNTRY/AREA	CHILD LABOR	FORCED LABOR
Bangladesh		Garments
Brazil	Açaí Berries	
Cameroon	Gold	
Ecuador	Bovines, Hogs, Poultry, Rice	
Ghana	Bovines, Rice, Textiles	
India		Tea, Thread/Yarn
Kenya	Cattle	
Pakistan	Baked Goods, Bovines, Dairy Products, Electronics, Furniture, Garments, Rice, Textiles	
Zimbabwe	Gold	

### *Building a Clean Future*

Clean energy is a central pillar of the Biden-Harris Administration's policy goals. Yet, that clean energy future cannot—and will not—be built on the backs of forced laborers.

A lot has happened since the last release of ILAB's *List of Goods Produced by Child Labor or Forced Labor* in September 2020. In fact, in June of 2021,

the U.S. Department of Labor published a *Federal Register Notice* updating the TVPRA List to include polysilicon produced with forced labor in China, the first ever off-cycle update. Manufacturers use polysilicon predominantly in the production of solar panels—a key component of our green future. Forty-five percent of the world's solar-grade polysilicon was manufactured in the Xinjiang Uyghur Autonomous Region (Xinjiang), where research has shown it is produced under conditions of forced labor.



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“The labor and human rights abuses against Uyghurs and other minorities in Xinjiang, China, are egregious, systematic, and ongoing. Any company doing business in this region should take heed: these are reprehensible and illegal practices, and the goods produced under these conditions have no place in the U.S. economy.”

- U.S. Secretary of Labor Marty Walsh on the occasion of the release of the updated Xinjiang Supply Chain Business Advisory on July 13, 2021.
- 

The Government of the People’s Republic of China continues to carry out genocide and crimes against humanity against Uyghurs—who are predominantly Muslim—as well as members of other ethnic and religious minority groups.

To further raise awareness among companies that do business in or source goods from China, especially Xinjiang, in July 2021, USDOL joined the Office of the U.S. Trade Representative and the U.S. Departments of State, Treasury, Commerce, and Homeland Security in issuing an updated *Xinjiang Supply Chain Business Advisory*. The advisory stresses that businesses and individuals doing business with Chinese entities are likely to face obstacles in conducting adequate due diligence, given the limitations imposed by the Chinese government. Therefore, those that do not exit supply chains, ventures, and investments connected to Xinjiang run a high risk of violating U.S. law.

The Government of the People’s Republic of China’s crimes against humanity in Xinjiang include imprisonment, torture, rape, forced sterilization, and persecution, including through forced labor and the imposition of draconian restrictions on freedom of religion or belief, freedom of expression, and freedom of movement.

ILAB’s actions are part of a whole-of-government effort to address the egregious labor abuses in China, including in the vital solar supply chain. Pursuant to Executive Order (E.O.) 13818: *Blocking the Property of Persons Involved in Serious Human Rights Abuse or Corruption*, which builds upon and implements the Global Magnitsky Human Rights Accountability Act, the U.S. Department of Treasury has enacted sanctions against Chinese government entities and current or former government officials in connection with serious rights abuses against ethnic minorities in Xinjiang. The Uyghur Human Rights Policy Act entered into law on June 17, 2020, condemning gross human rights violations of ethnic Turkic Muslims in Xinjiang and calling for an end to arbitrary detention, torture, and harassment of these communities inside and outside China. Customs and Border Protection has issued multiple Withhold Release Orders (WROs) related to products produced in China, including computer parts, cotton, tomatoes, and all downstream products using Xinjiang cotton and tomatoes as inputs, among a total of *more than 30 active WROs pertaining to China*. More recently, in June 2021, Customs and Border Protection issued a WRO preventing silica-based products, such as polysilicon, from one Chinese company, Hoshine Silicon Industry Co. Ltd., from being imported into the United States. At the same time, the Department of Commerce also added five Chinese companies in the solar supply chain to its Entity List of names of certain foreign persons—including businesses, research institutions, government and private organizations, individuals, and other types of legal persons—that are subject to specific license requirements for the export, re-export and/or transfer (in-country) of specified items.

On December 23, 2021, the President signed the Uyghur Forced Labor Prevention Act, underscoring the United States' commitment to combat forced labor. This law applies a rebuttable presumption that goods made in Xinjiang or with minority labor from Xinjiang are made with forced labor and are, therefore, prohibited from entering U.S. markets. Those wishing to import goods—any part of which is from the Xinjiang region—into the United States must demonstrate that they have done supply chain

tracing and due diligence and that the goods have not been made with forced labor before they will be allowed into the country. The Uyghur Forced Labor Prevention Act entered into force on June 21, 2022.

Read more about the Xinjiang Business Advisory in Box 8 and the Uyghur Forced Labor Prevention Act in Box 9. You can also learn more about goods from China made with forced labor in Figure 6.

#### Box 8

## U.S. Business Advisory Warns of Supply Chain Risks in Xinjiang, China

In July 2021, the U.S. government issued an **updated business advisory** that warned businesses about the growing risks of having supply chain and investment links to entities complicit in state-sponsored forced labor and other human rights abuses in Xinjiang and throughout China as part of labor transfer programs.

Through its "poverty alleviation" programs, the Government of the People's Republic of China has also forced laborers to relocate to farms and factories across the country where they are forced to work excessive hours, are subjected to surveillance, and are restricted from leaving.

Even though China announced this year that it intends to ratify ILO Conventions 29 (Forced Labor) and 105 (Abolition of Forced Labor), China denies that it has committed any of these abuses and states that it is offering workers training at vocational training centers to address religious extremism and eradicate poverty in the region.

The updated advisory highlighted the sprawling, state-sponsored forced labor schemes and intrusive surveillance in Xinjiang and across China. It also provided an in-depth overview of forced labor in the Xinjiang cotton and polysilicon supply chains. In addition, the updated advisory provided information on business risks and potential exposure to state-sponsored forced labor and human rights abuses; information on Chinese companies linked to surveillance in Xinjiang; and information on due diligence related to financial institutions.

The business advisory was issued by the U.S. Department of Labor and the U.S. Departments of State, Treasury, Commerce, and Homeland Security, and the Office of the U.S. Trade Representative. It is one of many efforts that the U.S. government has taken to address forced labor in China. Since the advisory was published, the Uyghur Forced Labor Prevention Act was passed in December 2021. It seeks to address forced labor in Xinjiang and across China by preventing the importation of goods made with forced labor into the U.S.

Box 9

## It Takes a Village: ILAB's Role in a Whole-of-Government Approach to Combating Forced Labor in Supply Chains from Xinjiang, China, and Using Forced Labor Obtained from Minority Workers in China

In December 2021, President Biden signed the Uyghur Forced Labor Prevention Act (UFLPA), which establishes a rebuttable presumption that goods made in whole or in part in the Xinjiang Uyghur Autonomous Region, or by workers transferred from the region, are produced with forced labor and are accordingly prohibited from entering the U.S. (23)

At the Department of Labor, and especially in the Bureau of International Labor Affairs, we recognize the significance of the UFLPA in combating forced labor practices in global supply chains. ILAB seeks to safeguard dignity at work, both at home and abroad. Inherent to that objective is global cooperation to end child labor and forced labor wherever they are found. Our work is key to supporting the Biden-Harris Administration's priorities on eradicating forced labor from global supply chains and advancing workers' rights.

The UFLPA requires the Forced Labor Enforcement Task Force, which was established under the United States-Mexico-Canada Agreement Implementation Act, to develop a strategy to support the import prohibition on goods made with forced labor, specifically in China. As a key member of this Task Force, USDOL, along with our interagency partners, has a critical role to play in ending such egregious abuses of human rights.

The UFLPA aligns with our broader strategy and approach to addressing the labor and human rights abuses against Uyghurs and other minorities in China. This includes our work to add goods made in Xinjiang to our *List of Goods Produced by Child or Forced Labor*, including the June 2021 addition of polysilicon; the updated Xinjiang Supply Chain Business Advisory warning U.S. companies of the risks of doing business in this region; and our guidance to businesses through our reporting and tools.

While the updated Xinjiang Business Advisory warned companies of the heightened risk of violating U.S. law if they had supply chain and investment links to entities complicit in state-sponsored forced labor and other abuses in Xinjiang, the UFLPA goes a step further and represents a notable advancement in the U.S. government's ability to address forced labor.

The UFLPA underscores the importance and need for continued interagency coordination and collaboration. For its part, the Department of Labor will continue to be an active partner as the Task Force works to meet these new requirements, specifically in identifying and tracing supply chains, developing importer guidance, and engaging with external stakeholders.

Additional research this year by ILAB, including examining processing steps and global supply chain data, has led ILAB to add four new goods to the TVPRA List that are directly related to polysilicon produced with forced labor. These downstream goods are key aspects of the solar panel supply

chain and include photovoltaic ingots, photovoltaic wafers, solar cells, and solar modules. Much of this is linked to the ongoing work across multiple U.S. government departments and agencies to address labor abuses in China.



Figure 6

# Goods from China Made with Forced Labor

**18** Goods on the TVPRA List are Produced with Forced Labor in China

**4** New Downstream Goods Produced in China with Inputs Produced with Forced Labor

**10** Goods Already on the List with Reported Forced Labor in Xinjiang



Cotton



Electronics



Footwear



Garments



Gloves



Hair Products



Polysilicon



Textiles



Thread/Yarn



Tomato Products



\*Xinjiang Uyghur Autonomous Region, People's Republic of China

©Thomas Peter/Reuters

This "vocational skills education centre," situated between regional capital Urumqi and tourist spot Turpan, is among the largest known ones and was still undergoing extensive construction and expansion at the time the photo was taken. Dabancheng, Xinjiang, China. Sept. 4, 2018.

† The following goods are produced with polysilicon produced with forced labor in Xinjiang: Photovoltaic Ingots, Photovoltaic Wafers, Solar Cells, and Solar Modules

†† The following goods are produced with forced labor in China: Artificial Flowers, Bricks, Christmas Decorations, Coal, Cotton, Electronics, Fireworks, Fish, Footwear, Garments, Gloves, Hair Products, Nails, Polysilicon, Textiles, Thread/Yarn, Tomato Products, and Toys.



Learn more about forced labor in Xinjiang by visiting: <https://dol.gov/agencies/ilab/against-their-will-the-situation-in-xinjiang>

### *The Dangerous Side of Gold*

Mined goods have been highly valued for their beauty, rarity, and utility across cultures and societies since antiquity. Yet, there is a dangerous side to these precious commodities— long-standing documentation of widespread labor abuses in the mining sector. Today, there are more than 39 million artisanal and small-scale mines (ASM) globally. ASM involves physically demanding work and many occupational safety and health risks. Some children and adults, including both female and male miners, are vulnerable to child labor, forced labor, and poor working conditions in ASMs in Africa, Asia, and Latin America. Children who are involved in ASMs perform a wide range of hazardous activities, including mining in underground shafts and using dangerous chemicals with their bare hands. Sometimes, mineral extraction and armed conflict intersect. Read more about the perilous connections between some of the world's most precious metals and conflict in Box 10.

ILAB's *List of Goods Made by Child Labor or Forced Labor* and the *List of Products Produced by Forced or Indentured Child Labor* document child labor or forced labor in the production of 17 mined substances (amber, coal, cobalt, copper, diamonds, fluor spar, gold, gypsum, iron, mica, polysilicon, silver, tantalum/coltan, tin, trona, tungsten, and zinc) in 35 countries (Afghanistan, Angola, Bolivia, Burkina Faso, Cameroon, the Central African Republic, China, Colombia, the Democratic Republic of the Congo [DRC], Ecuador, Ethiopia, Ghana, Guinea, India, Indonesia, Kenya, Liberia, Madagascar, Mali, Mongolia, Nicaragua, Niger, Nigeria, North Korea, Pakistan, Peru, the Philippines, Senegal, Sierra Leone, Sudan, Suriname, Tanzania, Uganda, Ukraine, and Zimbabwe). This year's TVPRA List adds gold produced with child labor for two new countries: Cameroon and Zimbabwe.

In Cameroon, there are reports that children are involved in the mining of gold in the eastern part of the country. Children often mine alongside their families in artisanal mines, and reports indicate that their ages range from under 10 to 17. Sometimes,

children mine gold by themselves to sell on the black market. Evidence of child labor has been found in Batouri and Kambele, near the border with the Central African Republic. Reports indicate that thousands of children in Kambele, in particular, work in artisanal gold mining, while in nearby Batouri, roughly 90 percent of children participate in gold mining. Children mine in hazardous conditions, including standing in stagnant water, working underground, and using mercury to separate out the gold dust. Many children leave school to work in gold mining, and a report indicates that over 75 percent of the students in one school stopped attending school in order to mine gold. (24)

In Zimbabwe, there are several reports that children as young as age 8 are engaged in the production of gold. Child labor occurs at artisanal and small-scale gold mining sites, including riverbeds in Mudzi and Mazowe. One NGO estimated that thousands of children are working at gold mining sites, and sources reported children panning and sieving gold around riverbeds, digging and drilling in pit areas, and collecting and carrying gold ore. Children engaged in gold production in Zimbabwe work in hot climate conditions, lack proper protective equipment, and face exposure to dangerous chemicals, such as mercury. According to NGO reports, at least two children died during a mine shaft collapse.

To address the issue of labor abuse in the mining sector, including in gold production, ILAB works with U.S. government agencies, foreign governments, civil society organizations, businesses, multi-stakeholder initiatives, and mining communities to promote responsible sourcing without child labor, forced labor, and unacceptable conditions of work. For more than 15 years, ILAB has funded *technical assistance projects* to combat child and forced labor and improve working conditions in ASMs in Africa, Asia, and Latin America.

Since 2017, ILAB has represented USDOL as a key participant at the *Public-Private Alliance for Responsible Minerals Trade*, a multi-stakeholder initiative that promotes responsible sourcing of

tin, tantalum, tungsten, and gold from the DRC and countries in the Great Lakes Region of Central Africa, including Burundi, Rwanda, and Uganda. The Alliance includes the U.S. Department of State, U.S. Agency for International Development, the private sector, and civil society organizations. USDOL also supports the implementation of the U.S.-Colombia and the U.S.-Peru Memorandums of Understanding on small-scale gold mining.

ILAB also promotes networks and the exchange of information on ASM issues. For example, ILAB engages with the OECD, the World Bank, the UN Development Program, and other organizations that work on mining issues. ILAB participates in the Responsible Mining Initiative's *multi-stakeholder group* and the *Cobalt Action Partnership, a multi-stakeholder initiative that is part of the Global Battery Alliance, to establish common standards for responsible ASM in the Congolese cobalt supply chain*. In addition, ILAB has collaborated with the University of Delaware and American University on the *Jewelry Development Impact Index*, a tool that promotes responsible sourcing in the jewelry industry.

### *Garments in Bangladesh*

Rampant for decades, labor abuses abound in Bangladesh's Ready-Made Garment (RMG) sector, which mass-produces finished textile products for the clothing industry. The perilousness of the sector's labor conditions was tragically exposed in the Rana Plaza factory collapse in 2013. Under the threat

of losing their jobs, workers were forced to enter and work—day in and day out—in a building that was known to be structurally unstable. This tragic and preventable incident resulted in the deaths of 1,134 garment workers and severe injuries, including permanent disablement, of thousands more.

Apparel brands, retailers, workers organizations, and the Government of Bangladesh, with assistance from the International Labor Organization, have made some significant improvements in building safety since 2013 through the legally binding Accord on Fire and Building Safety in Bangladesh. This five-year agreement was signed in the immediate aftermath to the Rana Plaza building collapse on 24 April 2013, which killed 1,133 workers and critically injured thousands more. Today some garment workers in Bangladesh continue to experience working conditions indicative of forced labor, such as excessive hours (beyond the legal limit), forced overtime, and withheld compensation. Furthermore, supervisors commonly subjected workers to violence and harassment for not meeting production targets. Women are often victims of physical and sexual abuse, including as punishment for not meeting targets. Considering all these factors, the reality is that the RMG sector has workers who are involuntarily working under threat or menace of a penalty.

Sadly, the workers of Bangladesh face challenges at worksites that are exacerbated by the impacts of climate change. In addition to the intense mental and



## Full Transparency

### The TVPRA Bibliography

In an effort to maintain full transparency, USDOL publishes a publicly available bibliography of sources used in reaching the determination to add each good to the List. Most sources can be found on the Internet. Send an email to [ilab-tvptra@dol.gov](mailto:ilab-tvptra@dol.gov) to request a copy of any source. You can find the bibliography for all new goods added to the List in 2022 in Appendix 7 and access online on the ILAB website: [dol.gov/ListofGoods](https://dol.gov/ListofGoods).



Box 10

## Perilous Resources: Conflict and Labor Exploitation in Mineral Supply Chains

The COVID-19 pandemic reinforced the importance of technology in everyday life: from mobile phones and laptops that supported telework, personal entertainment, and contact with friends and family to new vehicles that allowed for weekend getaways. Unfortunately, access to these sources of comfort and connectivity depend on the extraction of minerals (such as coltan, tin, tungsten, and gold) that are driving global conflict and labor exploitation.

One in six of the world's children live under the shadow of war or armed conflict, putting them at risk for recruitment by armed groups and other related worst forms of child labor. The number of children living in conflict situations has increased by over 50 percent since 1990, when images of school-aged children carrying AK-47s began entering the public consciousness. (25) Although many factors, including poverty and inadequate access to schools and social safety nets, drive children into armed conflict and other worst forms of child labor, research has shown that global demand for minerals converges with these factors and perpetuates both conflict and exploitation of children. (26; 27; 28)

War is expensive. In areas where regulatory control of natural resources is limited, minerals provide armed groups with lucrative revenue streams to personally enrich themselves, build political support through patronage, and acquire arms to carry out warfare. The illicit gold trade, for example, finances warring factions operating in the Masisi and Walikale regions of the Eastern Democratic Republic of the Congo. There, non-state armed groups have established illegal taxation schemes and control lucrative mining sites, often exploiting children for work. (29; 30) In Colombia, gold has replaced drugs as the primary funding source for armed groups and criminal syndicates. (31)

The lure of mineral wealth, and its frequent connection to conflict, has created openings for mercenary organizations, such as the Russian-backed Wagner Group PMC, to gain a critical foothold around lucrative gold and diamond supply chains in the Central African Republic (CAR). The Wagner Group came to the CAR in 2017 to assist the government in reclaiming diamond mines from armed rebel groups. Numerous reports have implicated Wagner in a range of human rights abuses, including occupying school buildings that are vital for communities in the CAR to protect their children from exploitation and the worst forms of child labor. (32)

The intersection of conflict, extractive wealth, and the exploitation of children underscores the need for continued awareness and strengthening of labor standards in mineral supply chains. In addition to highlighting child labor and forced labor issues worldwide, the U.S. Department of Labor supports governments and civil society to raise community awareness, increase sectoral monitoring, and improve remediation services to protect children from hard and dangerous work at mines. For example, our **Pilares Project** works with 52 civil society organizations to address child labor and other unacceptable working conditions in artisanal and small-scale gold mining in Colombia. We also fund projects in operationally challenging contexts, such as the **Democratic Republic of the Congo**. By empowering communities and workers, while supporting transparent, accountable, and ethical resource extraction, we can detangle mining from the perils of conflict and labor exploitation.





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Alamy Live News/Alamy

Eid is knocking at the door and local garment factories are busy producing cloth to meet the huge demand. A child carries pants to deliver to clients. Dhaka, Bangladesh. July 12, 2015.



physical abuse that garment workers in Bangladesh already experience, sea level rise and extreme weather events resulting from climate change are increasingly becoming a threat to workers in Bangladesh. (33) Climate change is expected to have serious impacts on forced labor conditions. Weather-related disasters will cause increased poverty, decreased productivity due to heat stress, and severe social and economic disruptions that will exacerbate workers' vulnerabilities. This is especially true for women, who are more likely to experience violence and abuse following disasters in their communities.

## Analysis of Removal

### *Uzbek Cotton*

Uzbekistan is the world's sixth largest producer of cotton, producing over 1 million tons annually. The annual cotton harvest is the world's largest seasonal labor mobilization, employing around 2 million workers, approximately half of whom derive their entire annual income from the harvest. The Government of Uzbekistan has maintained strong, centralized control of the sector since the collapse of the Soviet Union. This centralized control resulted in a command economy where farmers and harvest workers have historically been compelled to work under threat of penalty. In 2009, ILAB included cotton from Uzbekistan in its inaugural *List of Goods Produced by Child Labor or Forced Labor*, citing qualitative and quantitative evidence of both forced labor and child labor in the sector. In 2018, after conducting research that indicated child labor was no longer present at a significant level, ILAB removed cotton produced by child labor from this list.

Beginning in 2021, international stakeholders, including the ILO, declared that state-sponsored forced labor had been eliminated from the Uzbekistan cotton sector and that forced labor now occurs only in isolated instances. In response to these reports, in 2022, ILAB launched a qualitative assessment, which included desk research and interviews with government, NGO, and sectoral officials.

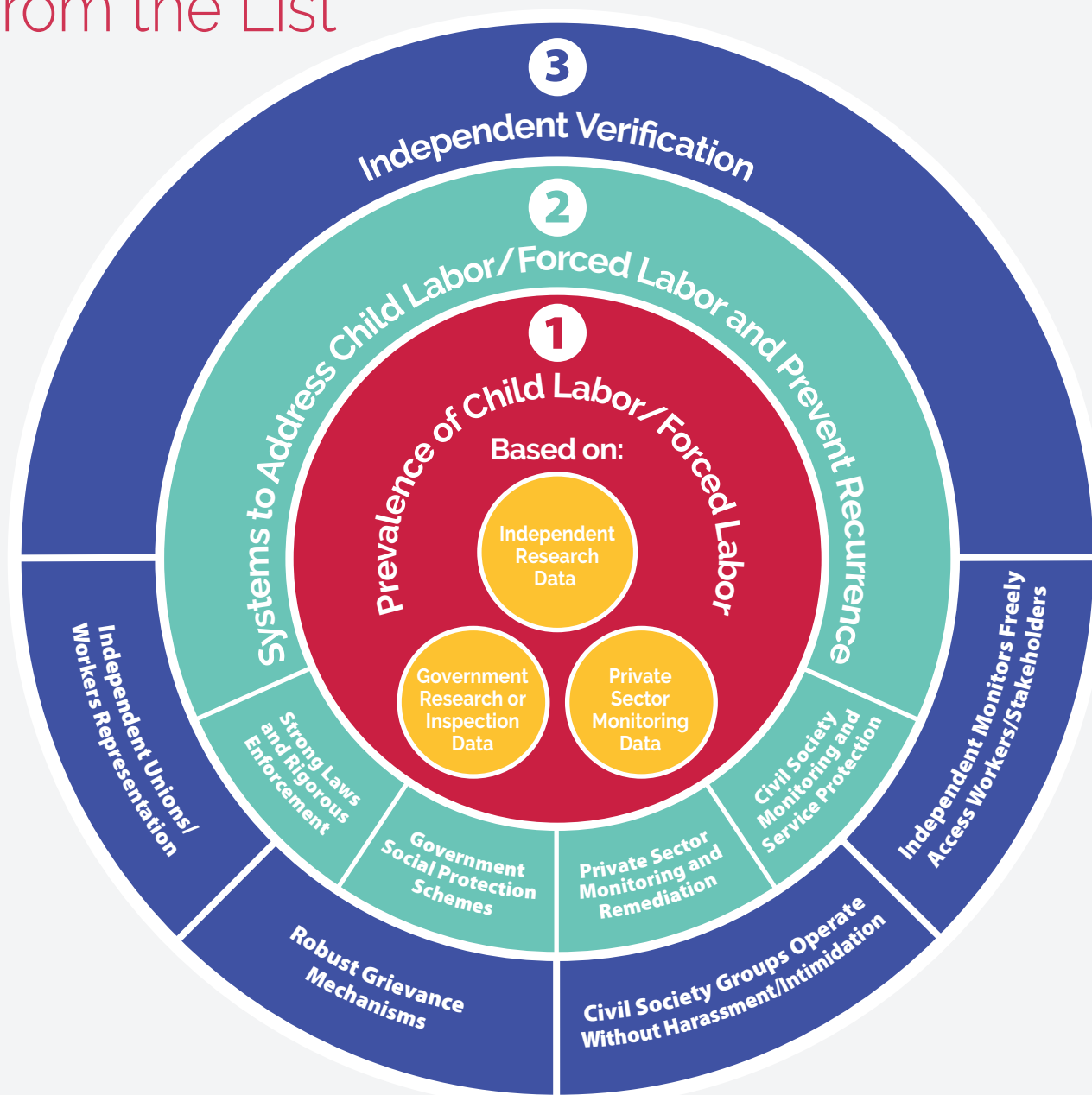
As a result of this work, ILAB determined that the cotton sector has undergone significant changes, beginning in 2017 with the new Mirziyoyev regime aiming to reform Uzbekistan's economy and position the country as a destination for foreign business and foreign investment. The government continues to pursue mechanization to reduce the demand for workers in the sector. However, the reduction in forced labor is almost exclusively the result of concerted government efforts to eliminate forced labor by removing quotas and implementing new policies that prohibit and punish the use of coercion in worker recruitment. In addition, in 2021 the ILO observed—for the first time—that the minimum wage for the cotton harvest was established using a tripartite consultation by the Cabinet of Ministers of the Uzbekistan Ministry of Employment and Labor Relations (MELR), the Federation of Trade Unions of Uzbekistan (FTUU), and the Employers Association in Uzbekistan. The 2021 harvest was also the first to see collective bargaining taking place at a grassroots level in more than just incidental cases. This progress between employers and workers collectively bargaining was informal and took place without government interference.

A key finding in the Uzbekistan case is that government interventions, supported and verified by international stakeholders, have caused a significant reduction of forced labor in the cotton sector, though some cases may remain. These cases, however, are likely isolated, and the government has demonstrated capacity, through enforcement and referral mechanisms, to quickly respond to any new cases that may arise. Government efforts, community awareness, and sectoral change have come together to make tremendous progress in reducing forced labor and creating better conditions for workers while encouraging economic growth. It will be important to monitor this progress in future harvests and ensure the independent role of civil society and unions in monitoring conditions. Read more about ILAB's methodology on consideration of goods for removal from the *List of Goods Produced by Child Labor or Forced Labor* in Figure 7.



Figure 7

# Consideration of Goods for Removal from the List



- 1** ILAB examines all available data on the prevalence of child or forced labor in the production of the good. If such data are not publicly available, ILAB may request it from stakeholders or support new data collection efforts. In examining these data, ILAB seeks to confirm whether child or forced labor is occurring in “more than an isolated incident.”
- 2** If available data indicates that the prevalence of child or forced labor falls below this threshold, ILAB then examines the governmental, private sector, and civil society systems in place to assist victims and prevent recurrence of the problem. ILAB seeks to confirm that any isolated cases of child or forced labor found in the sector are addressed timely, through appropriate protections and services.
- 3** In examining all evidence related to a removal, ILAB seeks corroboration from multiple sources. ILAB confirms that its sources are not tainted by bias or corruption, and that independent parties confirm its findings.

## Advancing Research on Exploitation in Global Supply Chains

Global supply chains have never been more complex. Common consumer items like chocolate, batteries, garments, and cosmetics are made possible through the combined work of millions of people around the world, whose labor is essential to extract raw materials, process goods, assemble parts, and transport finished products to stores and warehouses. But from mining sought-after minerals like cobalt to harvesting labor-intensive crops like palm fruit, workers who are essential to producing our most in-demand goods often face extraordinary obstacles to realizing their rights. While the fruits of their labor cross borders and undergo processing to end up as finished products in American households, workers in global supply chains are left behind.

As the world becomes more interconnected, there is a strong risk that goods produced with child or forced labor are entering global supply chains. These threats to supply chains and global labor standards challenge the ability of American workers to compete on a fair playing field. Though there is a growing body of research on supply chains, there remains little data connecting everyday products with components produced under conditions of labor exploitation.

### *Acting on an Expanded Mandate*

ILAB is committed to innovative approaches that address labor abuses in supply chains. The Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2018 included a new congressional mandate for ILAB to identify—“to the extent practicable, goods that are produced with inputs that are produced with forced labor or child labor.” This new language asks ILAB to examine the

likelihood that inputs made with forced labor or child labor end up in products that are in American stores and households.

This year, ILAB is reporting for the first time on supply chains that fall under this expanded mandate. Although some methodologies exist to trace the origin of various consumer products, this field is still developing. Traceability standards, where available, include gaps. Over the last few years, ILAB has been engaged in multiple formative activities to inform the design of a comprehensive approach to global supply chain tracing. These efforts include:

- Commissioning new research in Indonesia and Bangladesh to pilot methodologies to trace supply chains;
- Funding technical assistance projects to develop and pilot methodologies to identify and trace child labor and forced labor in supply chains, including the *STREAMS project* and the *Global Trace Protocol project* (see Box 11); and,
- Mapping trade data onto the TVPRA List to produce the *Better Trade Tool* (see Box 12).

These activities informed ILAB’s approach to adding goods to the TVPRA List that are produced with inputs produced by child labor or forced labor. Consistent with our existing procedural guidelines, ILAB’s approach draws on credible and recent research to support additions under the expanded TVPRA mandate. Starting with goods listed on the TVPRA List, we research how these goods are processed and traded around the world to end up in downstream goods, including goods that may be imported to the United States. This research does not make claims about specific companies or entities. Instead, reporting is used to raise awareness about supply chains that contain inputs produced by child labor or forced labor (see Appendix 8 for further details on methodology).

## Box 11

## Promoting Due Diligence Standards Through an Innovative Traceability Approach

Traceability systems are a promising approach to address egregious labor abuses along global supply chains. Private companies, civil society organizations, and public regulators are increasingly interested in using traceability systems to address economic, social, and governance sustainability standards and track the labor and goods that feed into their supply chains.

Leveraging its role as a global knowledge generator, in 2020, ILAB funded two \$4 million cooperative agreements with Verité and ELEVATE to increase the downstream tracing of goods made by child labor and forced labor. Downstream tracing refers to the process of tracing goods from raw materials through manufacturers to final customers. These projects aim to enhance the knowledge base on traceability and due diligence on labor issues, generate insights applicable to any commodity, and develop effective and replicable tools to advance efforts to eliminate child labor and forced labor in global supply chains.

Verité implements the ***Supply Chain Tracing and Engagement Methodologies (STREAMS) project***. Tapping into pioneering technology solutions, STREAMS will develop and conduct two pilots in the cotton/garment supply chains in India. The Cotton Chain of Custody Pilot will examine the entire supply chain, while the Mid-Tier Gatekeepers Pilot will focus on mid-tier suppliers generally considered chokepoints in the supply chain. Each pilot is designed to advance traceability efforts in cotton and garment supply chains and address gaps in the knowledge base on monitoring compliance with labor standards. STREAMS is also developing a Supply Chain Traceability Matrix that will categorize the intersections between types of supply chain segments and types of tracing methodologies. The final output will be a public-facing, web-based platform where users can learn about how different traceability approaches can help prevent forced labor and child labor in different types of supply chains.

ELEVATE's ***Global Trace Protocol project*** supports pilot tracing in supply chains for cotton in Pakistan and cobalt in the Democratic Republic of the Congo. Leveraging traceability pilots in two different commodities with diverse supply chain structures, the Global Trace Protocol project aims to develop a set of open and accessible tools that can inform traceability efforts across a wide range of supply chains. A successful project will result in a standardized Commodity Tracing Protocol and the Commodity Link Platform. The protocol will establish industry standards, align definitions, and create commodity-agnostic tracing verification methodologies and guidance. The platform will be an open-source supply chain-tracing system that includes tracing methodologies and tools to advance knowledge sharing and capacity building among interested stakeholders.

In collaboration with ILAB, STREAMS and the Global Trace Protocol project will engage stakeholders throughout the development and design process. In addition to making resources and tools publicly available on their respective websites, the two projects will host and facilitate an ongoing series of capacity building and training events, tailored to the specific needs and priorities of diverse stakeholders. ILAB is committed to promoting dialogue among key stakeholders as we continue to advance our efforts to address egregious labor practices.



Box 12

## *Better Trade Tool: A New Way to Measure Risks in Global Supply Chains*

ILAB conducts extensive research around the world on labor exploitation in different sectors of the global economy. These findings help raise awareness and shape policy around child and forced labor. However, to increase their impact as it relates to trade, our findings needed to be interpreted more concisely into trade language, especially as companies and governments increasingly focus on global supply chain transparency and due diligence efforts.

ILAB developed the **Better Trade Tool** to address these needs and provide users with an entry point to trade data and the ability to contextualize and quantify potential risks in supply chains.

The tool combines ILAB research on goods produced with child or forced labor with information on goods imported into the U.S. since 2016. The result is a highly navigable dataset that allows users to see which goods coming into the U.S. are at a high risk of labor violations. This dataset includes the Harmonized Tariff Schedule (HTS) codes, the standard descriptions of these codes, the volume and dollar value of these goods, and how long a good has been on ILAB lists.

Since 2001, ILAB has been reporting “country and good” pairings in its **List of Goods Produced by Child or Forced Labor**. (34) As an example of how these data can be used, the *Better Trade Tool* shows that in 2020, six imported goods from Brazil had potentially been produced through forced labor practices. Timber was one of these six goods. When we use the *Better Trade Tool* to look up these data, it tells us that the U.S. imported more than \$600,000 of timber from Brazil in 2020. More specifically, there are two Harmonized Tariff Schedule codes used for this import—4403.49.0100 and 4403.98.0095.

The *Better Trade Tool* also lists five other countries with timber on ILAB’s TVPRA List. In 2020, the U.S. imported timber from one of these countries, aside from Brazil. However, in overall U.S. trade, there are 28 other countries from which the U.S. imported around \$147 million of timber that year.

The *Better Trade Tool* also provides access to raw U.S. trade data along with ILAB findings. For example, the tool shows that in 2020, the U.S. imported over \$160 billion worth of electronics, toys, and gems from countries found to be at high risk of producing these goods with labor exploitation.

For trade analysts, corporate compliance officers, customs inspectors, and importers, these extra data about specific U.S. import values and the corresponding coding scheme for the movement of products and goods can help them interpret and use ILAB findings to make import and enforcement decisions. This information can also help researchers focus on specific goods and countries that have potentially higher impact across the globe.

Companies have a crucial role to play in eliminating child and forced labor. Just like ILAB’s **Comply Chain** app is designed to provide companies with *process* guidance to address child labor and forced labor in global supply chains, the *Better Trade Tool* provides the data to support some of these processes. (35)

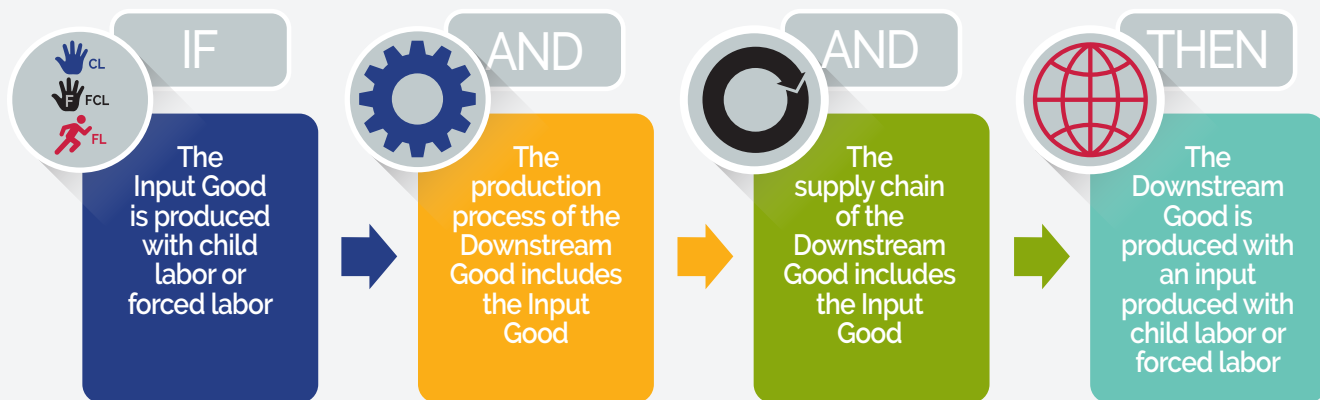
This year's edition of *Sweat & Toil* includes three in-depth supply chain studies: lithium-ion batteries, palm oil, and solar panels. Drawing on a broad body of evidence, these studies demonstrate the connections between goods produced with child or forced labor and downstream products that use these goods as inputs, and the need for stakeholders to work together to address labor exploitation in these industries. The result of this research is an expansion of the TVPRA List. Learn more about this

expanded mandate in Figures 8 and 9. This graphic includes information on goods produced with an input produced by child labor or forced labor, as well as additional product categories and supply chains that may contain risk.

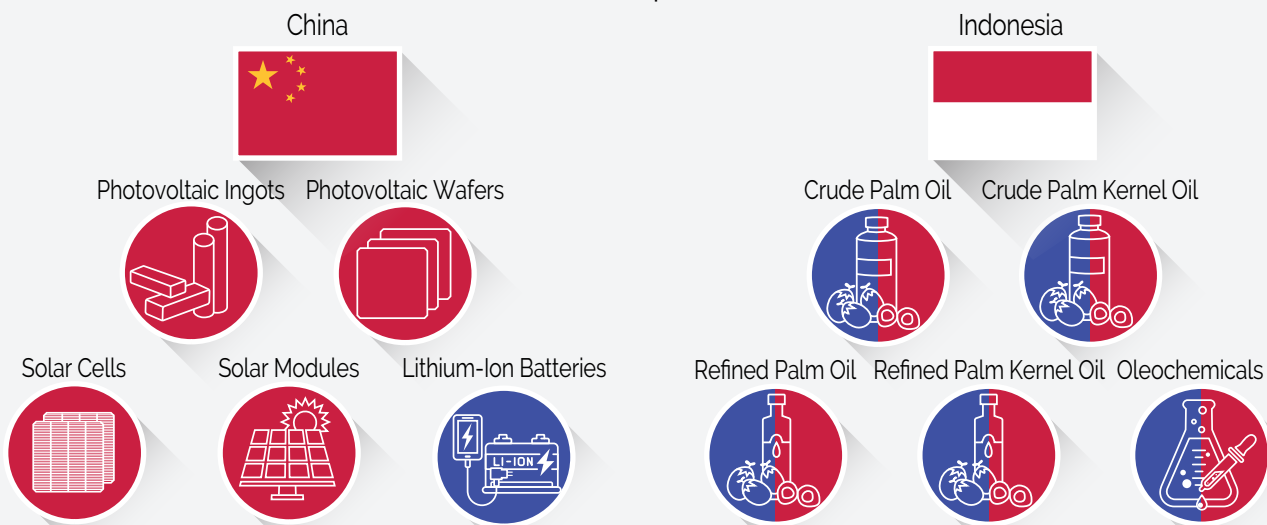
As ILAB begins its public reporting on global supply chains under the new TVPRA List mandate, we prioritize research based on relevance to the American public, availability of evidence, and diversity of industries. The *Better Trade Tool* is a

Figure 8

## ILAB's Approach to Adding Downstream Goods to the TVPRA List



### 10 Downstream Goods Produced with Inputs with **Child Labor** or **Forced Labor**\*



\*Country flag designates country of origin for the downstream good. For more information, see [www.dol.gov/ListOfGoods](http://www.dol.gov/ListOfGoods)

Figure 9

# Understanding Downstream Goods on the TVPRA List

ILAB's mandate requires the TVPRA List to include, to the extent practicable, goods that are produced with inputs that are produced with forced labor or child labor.

## TVPRA Inputs

- 1 Country/Area:** A specific country or area where a particular input is produced.
- 2 Input Good:** Goods that are produced with forced labor or child labor. These goods are included on the TVPRA List.
- 3 Exploitation Type:** The type of labor exploitation with which the TVPRA List Good is produced (child labor, forced labor, or both).
- 6 Downstream Goods At Risk:** General product categories that are made from inputs listed on the TVPRA List and may face labor risks, but for which ILAB requires further evidence tying production of that good to a particular country.

## TVPRA Downstream Goods

- 4 Country/Area:** A specific country or area where a particular downstream good is produced.
- 5 Downstream Good:** Goods that are produced with an input that is produced with forced labor or child labor, specifically the Input Good. These goods are included on the TVPRA List.

TVPRA INPUTS			TVPRA DOWNSTREAM GOODS		
1 Country/Area	2 Input Good	3 Exploitation Type	4 Country/Area	5 Downstream Good	6 Downstream Goods at Risk
China	Polysilicon	Forced Labor	→ China	Photovoltaic Ingots, Photovoltaic Wafers, Solar Cells, Solar Modules	Silica-Based Products, Solar Products
Democratic Republic of the Congo	Cobalt Ore	Child Labor	→ China	Lithium-ion Batteries	Cell Phones, Electric Cars, Laptops, Medical Implants, Turbine Blades, Vacuums
Indonesia	Palm Fruit	Child Labor, Forced Labor	→ Indonesia	Crude Palm Oil, Crude Palm Kernel Oil, Refined Palm Oil, Refined Palm Kernel Oil, Oleochemicals	Animal Feed, Baked Goods, Beverages, Biofuels, Cooking Oils, Household and Industrial Products, Infant Formula, Personal Care and Cosmetic Products





© Gilles Sabrié/The New York Times/Redux Pictures

Uyghur women work in a garment factory. Hotan,  
Xinjiang, China. August 3, 2019.

key instrument that enables analysis of American imports of goods produced with child or forced labor.

In addition, read more about ILAB's tool to advance responsible business conduct in Box 13.

Box 13

## Comply Chain: A Tool to Advance Responsible Business Conduct

While our reports provide practical knowledge and raise awareness about child labor and forced labor, ILAB has developed tools to help companies play a positive role in the global effort against labor exploitation. **Comply Chain: Business Tools for Labor Compliance in Global Supply Chains** (*Comply Chain*) is one of those tools. This year, *Comply Chain* is packed with new information to reinforce corporate action with relevant and useful resources, including a dozen new worker empowerment-focused examples and topics.

*Comply Chain* is an app designed to provide companies with a step-by-step guide to address child labor and forced labor in their global supply chains. Businesses are responsible for respecting human rights, including by avoiding causing or contributing to adverse human rights impacts through their activities; *Comply Chain* helps them achieve this. Labor is also part of the solution to positive business transformation. Workers and civil society groups can use *Comply Chain* to advocate for positive change and help ensure that business works for workers morning, noon, and night.

The concept of responsible business conduct is based on the idea that businesses can perform well while doing good, and that governments should create and facilitate the conditions for this to take place. The principles underlying this concept are elaborated in documents like the **OECD Guidelines for Multinational Enterprises on Responsible Business Conduct** and the **UN Guiding Principles on Business and Human Rights**, which have played important roles in this shift in public expectations of companies' control over labor standards and human rights in their supply chains. These documents articulate basic norms for companies with respect to labor and employment issues.

The U.S. government is also leading in responsible business conduct by updating the U.S. National Action Plan on Responsible Business Conduct. The revitalized National Action Plan will help promote responsible business conduct by U.S. businesses operating and investing abroad, and further distinguish the U.S. way of doing business from that practiced under authoritarian governments. First published in December 2016, the National Action Plan encourages high standards for global commerce in line with democratic values.

Much has changed since 2016. The U.S. government is working to deepen the conversation and capture input on emerging and critical issues from diverse stakeholders including the private sector, labor unions, civil society organizations, academic experts, international organizations, and importantly, affected communities—those who are impacted by the conduct of multinational companies abroad that must confront not just public expectations but also legal requirements on human rights due diligence.

*Comply Chain* is a tool in that effort to make sure all businesses, including U.S. businesses working abroad, carry out their work in a way that respects and empowers workers.



## Tracing Labor Exploitation in the Palm Oil Supply Chain

Palm oil is one of the most common ingredients used in consumer goods. Today, you can find palm oil in everything from soap to cosmetics to baked goods. While palm oil is praised for its low saturated fat content and moisturizing properties, it is derived from palm fruit (fruit from oil palm trees), which often comes from plantations where women, men, and children work under conditions of forced labor and child labor. (80; 81)

Palm fruit is on the TVPRA List for child labor and forced labor in Indonesia, which together with Malaysia supplies an estimated 85 percent of the world's palm oil. (82) In Indonesia, workers report wage theft and unfair deductions and face serious health risks through exposure to pesticides and fertilizers without the right protective equipment. Facing excessive daily targets set by employers for harvesting palm fruit, families are forced to involve their children in strenuous tasks such as picking up fruit bunches and pulling out weeds, which keeps them out of school. Some palm plantation workers are migrants who are trapped in debt bondage and unable to leave their employer. (84)

After leaving plantations in Indonesia, palm fruit is transported to mills and processed into crude palm oil and palm kernel oil. These oils are then processed into derivative products like refined palm oil, refined palm kernel oil, and oleochemicals (an ingredient commonly used in cosmetics). These oils are in high demand; in 2020, countries around the world imported over \$15 billion in crude and refined palm oil from Indonesia. (85)

This year, ILAB has added multiple palm oil products from Indonesia to the TVPRA List because those

products contain an input—palm fruit—which is harvested with child labor and forced labor. Learn more about palm fruit and the downstream products at risk in Figure 10. In addition, Figure 11 details how the palm fruit from plantations ends up on store shelves.

American businesses and consumers are deeply impacted by these labor risks. In 2020, the United States imported over \$600 million in refined palm oil and over \$200 million in refined palm kernel oil from Indonesia. (83) Dozens of products use palm fruit as an ingredient including cooking oils, animal feed, bakery items and baked goods, beverages, household and industrial products, personal care and cosmetic products, and biofuels, and these goods may be at risk of containing an input produced with child labor and forced labor.

The palm oil supply chain is difficult to trace beyond the refined oil stage to the original plantation and to the palm fruit itself. There are, however, industry and government efforts to combat child and forced labor in the Indonesian palm oil supply chain. These include the [Roundtable on Sustainable Palm Oil](#) (RSPO), which has over 4,000 corporate members and covers roughly one-fifth of the global palm oil market, as well as the Government of Indonesia's own certification program, Indonesian Sustainable Palm Oil (ISPO). Although ISPO certification is required for all palm oil plantations through the country's [Presidential Regulation No. 44 of 2020](#), much of the information on ISPO certification and certified plantations is currently unknown. Further private sector and government efforts, with the support of trade unions, worker organizations, and civil society, are needed to identify and address the social and environmental impact of the palm oil supply chain.

Figure 10

## TVPRA Downstream Goods Produced with Palm Fruit from Indonesia











TVPR Input Good in Country of Production	Exploitation Type	Downstream Production Country	TVPR Downstream Good	Downstream Goods at Risk
 Palm Fruit  Indonesia	 FL and  CL	 Indonesia	 Crude Palm Oil  Crude Palm Kernel Oil  Refined Palm Oil  Refined Palm Kernel Oil  Oleochemicals	Animal Feed, Bakery Items/ Baked Goods, Beverages, Biofuels, Cosmetics/ Makeup, Soap/ Shampoo

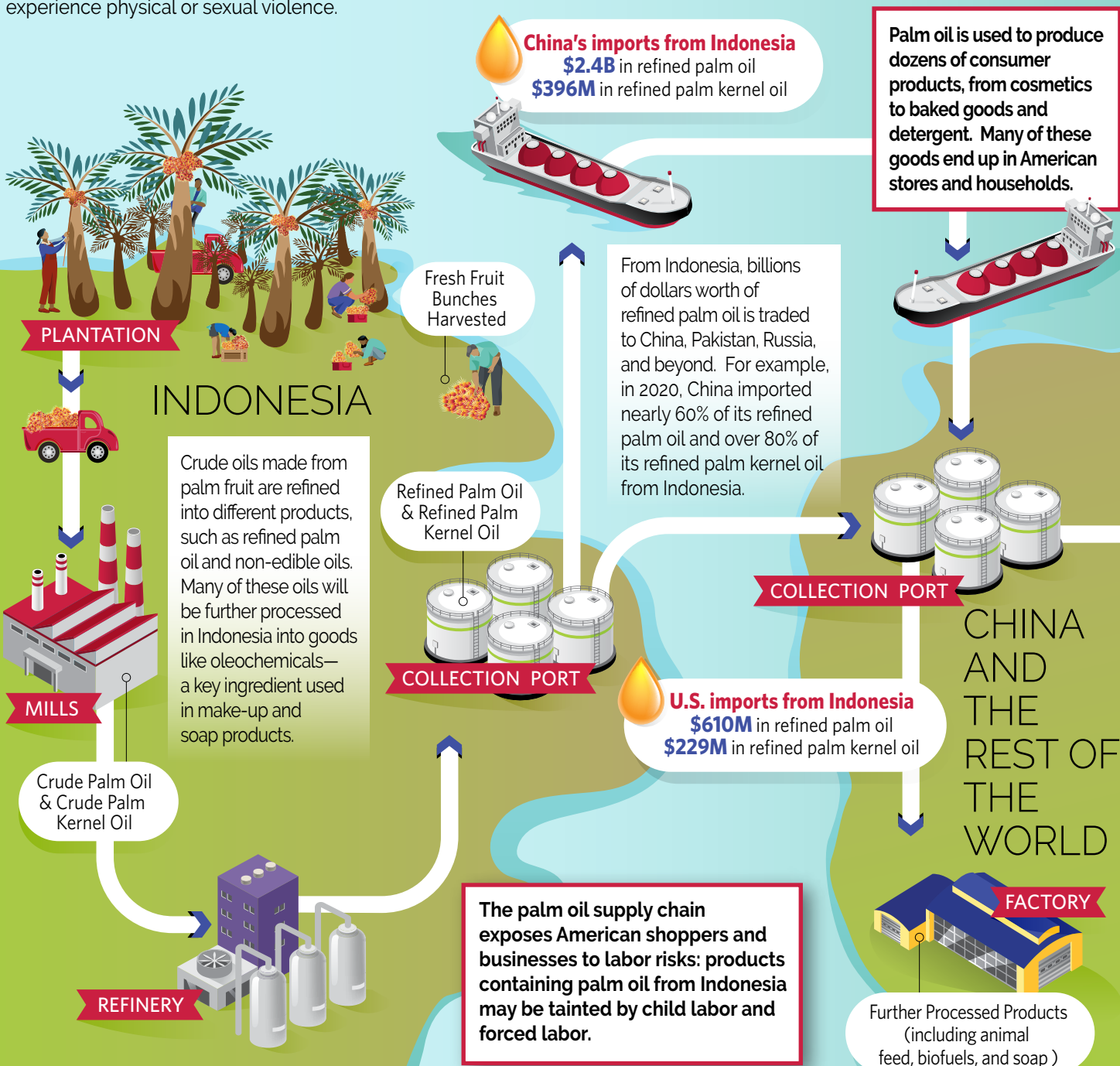


Figure 11

# From Exploitative Plantations to Store Shelves: Exposing the Palm Oil Supply Chain

Indonesia is the world's biggest producer of palm fruit, crude palm oil, and refined palm oil. In 2020, \$10B in refined palm oil was imported from Indonesia—more than half of all global imports.

Palm fruit comes from oil palm trees that grow fresh fruit bunches. These bunches are harvested by adult and child laborers, who are subjected to exploitative labor conditions on palm oil plantations in Indonesia and other parts of the world. Harvesters' steep daily targets are unachievable within a standard workday, compelling them to work long hours without overtime pay or incur sharp deductions in wages. Workers are also exposed to toxic chemicals without personal protective equipment, and some experience physical or sexual violence.



### *How Child Laborers are Powering Chinese-Produced Batteries*

An 11-year-old boy grabs a bag, weighing up to 80 pounds, and hoists it over his head as contaminated water streams down his face. He carries the bag of washed cobalt stones across a muddy path. Working up to 12 hours a day—24 hours if he is underground—he is one of many children found in cobalt mining sites in the Democratic Republic of the Congo (DRC), yet he is by no means the youngest nor will he be the last.

Over 40,000 children, some as young as 6 years old with little or no access to schooling, mine or handle cobalt just to earn a few dollars a day. Due to the prevalence of child labor in mining this critical mineral, the Department of Labor placed cobalt, specifically referred to as “cobalt ore (heterogenite),” on its *List of Goods Produced by Child Labor or Forced Labor* in 2009. Over a decade later, child labor persists and is increasingly linked to the global supply chain of products made with cobalt, including lithium-ion batteries that power our smartphones, laptops, and electric cars.

Cobalt ore is heavily concentrated in one country, the DRC, and the import market is dominated by one country: China. The DRC supplies the majority of the world’s cobalt with approximately 70 percent of global production. The extraction of cobalt occurs at large-scale mining sites (LSMs) as well as artisanal

and small-scale mining sites (ASMs) in the “copper belt” region of Haut-Katanga and Lualaba Provinces in the DRC. ASMs account for 15 to 30 percent of the DRC’s cobalt production. After extraction, cobalt from ASMs—where conditions of child labor are rampant—is mixed with cobalt from LSMs and refined in preparation for export.

The majority of the DRC’s cobalt is then transported to China for “fine” refining and integration into battery chemicals. The line of ownership is clear in the supply chain at this stage, as China owns or finances most cobalt mines in the DRC, and China imports almost 90 percent of its cobalt from the DRC. In 2020, this amounted to \$2.17 billion in cobalt imports.

Chinese companies use cobalt tainted with child labor to manufacture battery components, such as cathodes, which in turn are used to make lithium-ion batteries. Sources estimate that at least half of all cobalt ends up in rechargeable batteries. This creates enormous labor risks for the electronics industry, electric vehicle supply chains, and other goods that depend on lithium-ion batteries. As the world is shifting toward generating clean and renewable energy, the spotlight is growing brighter on where and how companies source raw materials like cobalt that are needed to achieve a green future. Learn more about the child labor risks in batteries in Figures 12 and 13.

Figure 12

### TVPPRA Downstream Goods Produced with Cobalt Ore from the DRC





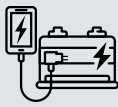
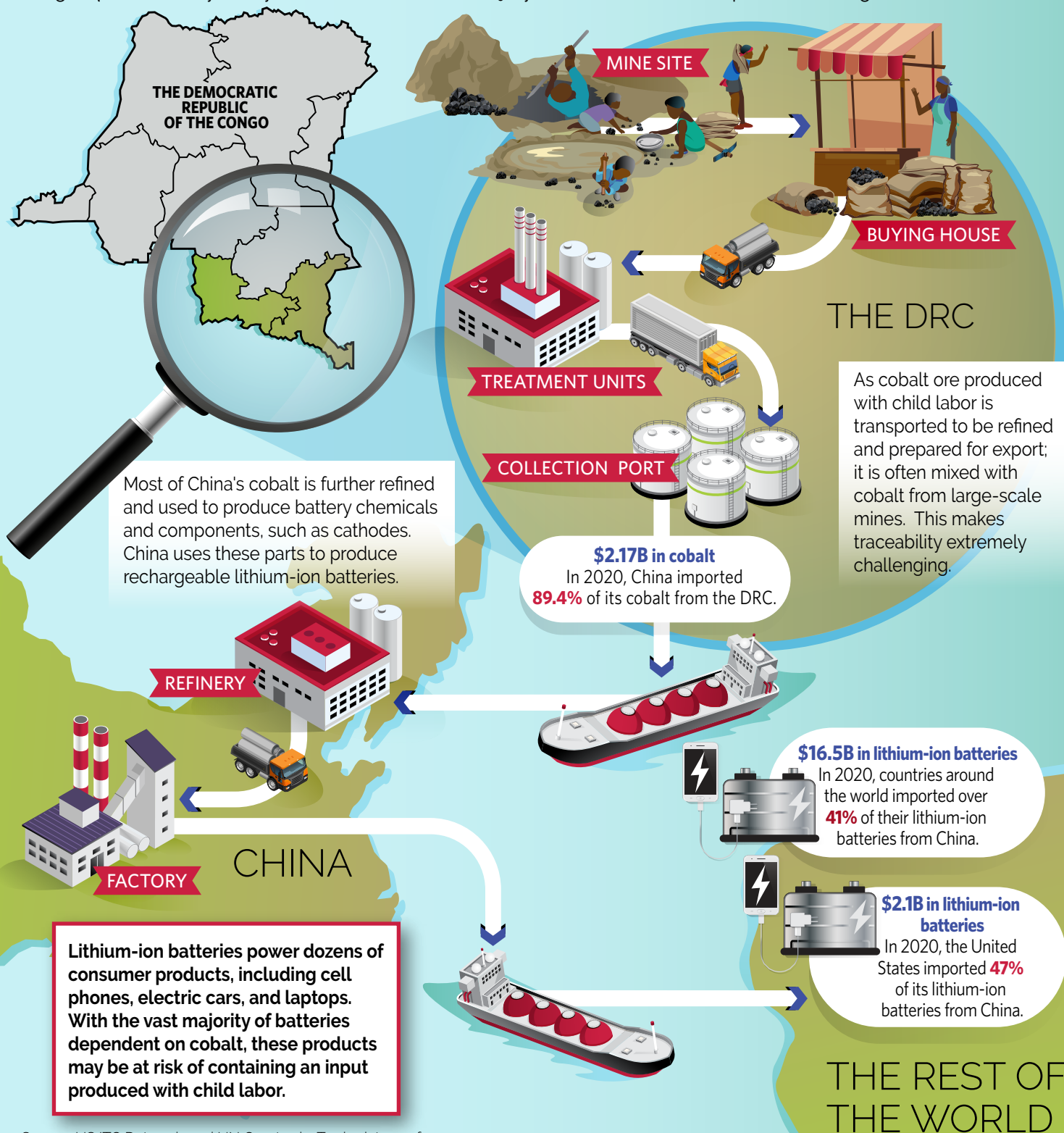
TVPPRA Input Good in Country of Production	Exploitation Type	Downstream Production Country	TVPPRA Downstream Good	Downstream Goods at Risk
 Cobalt Ore  Democratic Republic of the Congo	 CL	 China	 Lithium-Ion Batteries	Cell Phones, Electric Cars, Laptops, Medical Implants, Turbines, Vacuums

Figure 13

# How Batteries Are Powered by Child Labor

Cobalt, a key input to lithium-ion batteries, is often mined with child labor. With enormous volumes of cobalt shipped to China from the Democratic Republic of the Congo (DRC), electronic products around the world are at risk of being linked to labor abuse.

The DRC produces over 70% of the world's cobalt. A large portion of this production comes from artisanal and small-scale mining, where thousands of children work in hazardous conditions. Children work underground in tight quarters, carry heavy loads, and face serious injury risks from tunnel collapses and falling down mine shafts.





### How China's Forced Labor Impacts Solar Supply Chains Worldwide

Polysilicon is a key input in the production of solar modules, and nearly half of the world's solar-grade polysilicon comes from Xinjiang, a region in western China. Polysilicon is used by some of the biggest solar companies in China to produce photovoltaic ingots and photovoltaic wafers, which become solar cells and panels. By U.S. Department of Energy estimates, Chinese companies own over 75 percent of global capacity for manufacturing wafers, cells, and modules. Along with the practice of mixing polysilicon from different sources, it is highly likely that polysilicon from Xinjiang ends up in solar products produced in China.

This is a problem because of China's state-sponsored forced labor and human rights abuses against over one million Uyghurs and Muslim minorities in Xinjiang and in other parts of China. (36) Many of these solar products containing inputs produced with forced labor are used domestically in China. However, China's leading role in solar supply chains raises forced labor risks for any business importing solar products, which, absent extensive due diligence, have a high likelihood of containing inputs made with forced labor in China. Some of these products may enter the U.S. directly from China: in 2020, the U.S. imported about 5 percent of its solar cells and modules from China. In addition, without careful due diligence, companies may be at risk of importing

goods with inputs made with forced labor into the U.S. from third countries. In 2020, countries imported over \$24 billion in solar cells and modules from China, representing 42 percent of all solar module imports worldwide and including some of the U.S.'s biggest solar trade partners. Meanwhile, Chinese solar companies own or have subsidiaries around the world, and some of them are directly linked with Xinjiang's forced labor program. ILAB's research indicates that further downstream silica-based products, including additional solar products and semi-conductors, may be at risk. Read more about the various products at risk in Figure 14.

The *Uyghur Forced Labor Prevention Act* (UFLPA), signed into law in December 2021, establishes a rebuttable presumption that goods made wholly or in part in Xinjiang, or produced by certain entities included on the UFLPA Entity List, are made with forced labor. Based on this presumption, these goods are subject to the import prohibition under Section 307 of the Tariff Act, which prohibits the import of goods made wholly or in part with forced labor. The law specifically names polysilicon as a high-priority sector for enforcement. The Department of Labor's reporting, tools, resources, and expertise inform the UFLPA's strategy and are valuable resources for companies to safeguard their solar supply chains from forced labor. Learn more about how polysilicon from Xinjiang may find its way into solar supply chains globally in Figure 15.

Figure 14

### TVPPRA Downstream Goods Produced with Polysilicon from China

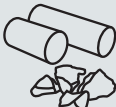







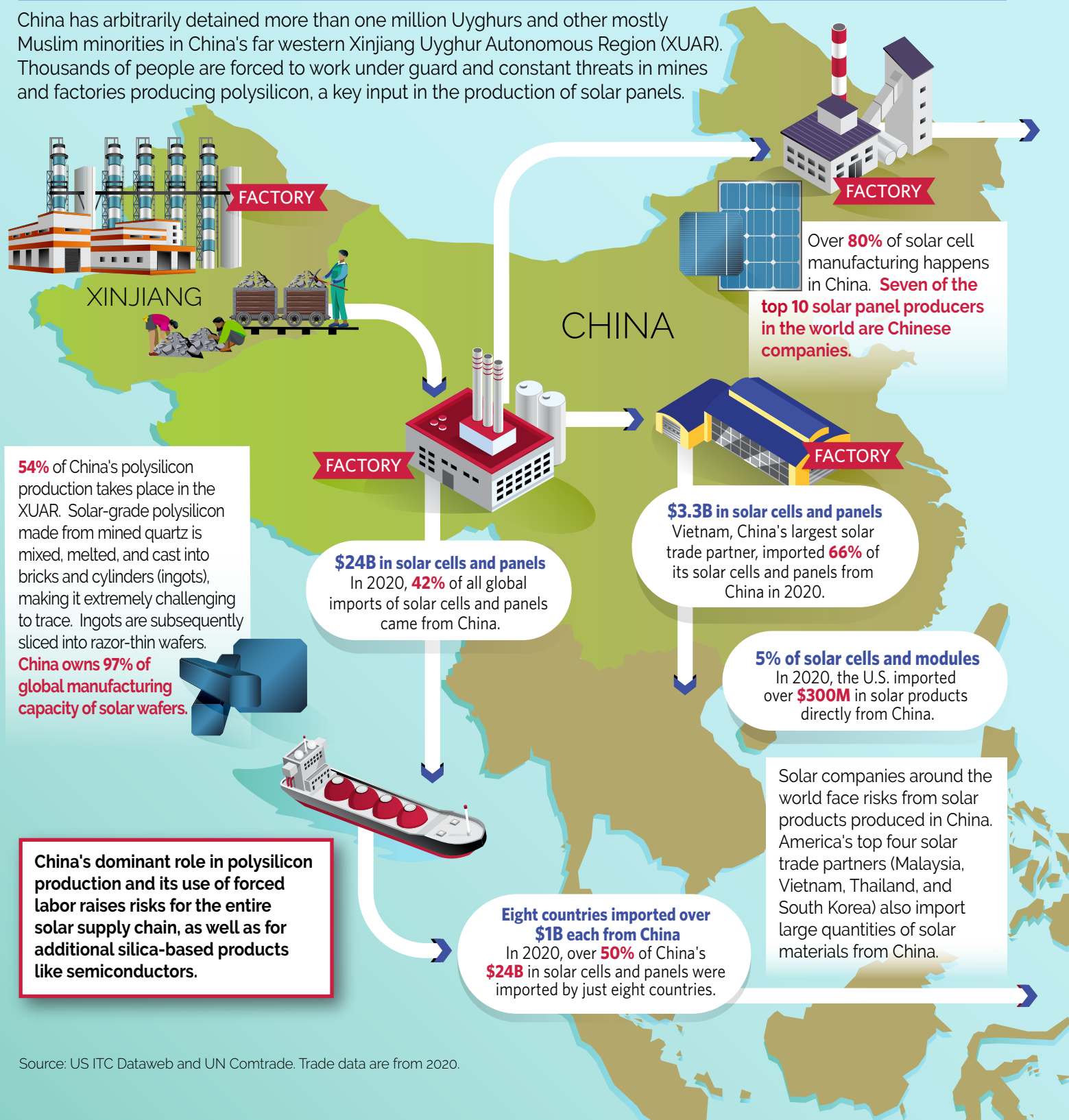
TVPPRA Input Good in Country of Production	Exploitation Type	Downstream Production Country	TVPPRA Downstream Good		Downstream Goods at Risk
 Polysilicon  China	 FL	 China	 Photovoltaic Ingots  Solar Cells	 Photovoltaic Wafers  Solar Modules	Silica-based Products, Other Solar Products

Figure 15

# Traced to Forced Labor: Solar Supply Chains Dependent on Polysilicon from Xinjiang

95% of solar panels worldwide are made up of polysilicon. Nearly half of global production comes from Xinjiang, where polysilicon is produced by Uyghurs and other Muslim minorities under conditions of forced labor. China's system of forced labor threatens solar supply chains around the world.

China has arbitrarily detained more than one million Uyghurs and other mostly Muslim minorities in China's far western Xinjiang Uyghur Autonomous Region (XUAR). Thousands of people are forced to work under guard and constant threats in mines and factories producing polysilicon, a key input in the production of solar panels.







© Muntaka Chasant

Osei, 15 years old, separates nails, crown cork bottle caps, and other small metals before selling them for about \$0.15 per kilo. Agbogbloshie, Ghana. 2020.



## *Conclusion*

The United States recognizes that eradicating child labor and forced labor is vitally important to uphold the dignity and rights of all workers and to level the playing field on which our businesses and workers compete. Our government—with leadership from ILAB—will continue to work with other governments to ensure that all countries share these responsibilities and will continue to support companies and industry groups, workers and civil society organizations, and multilateral bodies to accelerate progress in ending forced and child labor. We take that commitment seriously.

In December 2021, at President Biden’s Summit for Democracy, Secretary of Labor Marty Walsh announced the launch of a bold new initiative to advance our work to empower workers. It is called ***the Multilateral Partnership for Organizing, Worker Empowerment, and Rights (M-POWER)***. M-POWER unites governments, unions, academics, philanthropic organizations, and civil society to uphold and promote worker empowerment and workers’ rights. The focus is on freedom of association and the right to organize and bargain collectively. These are critical and enabling rights for workers in global supply chains, as well as for American workers.

In the summer of 2022, at the G7 Leaders’ Summit at Schloss Elmau in southeastern Germany, President Biden and fellow G7 leaders formally launched the Partnership for Global Infrastructure and Investment (PGII) to mobilize hundreds of billions of dollars and deliver quality, sustainable infrastructure that makes a difference in people’s lives around the world, strengthens and diversifies our supply chains, creates new opportunities for American workers and businesses, and advances American national security. ILAB contributed to this partnership and is set to lead interagency efforts regarding international coordination on infrastructure development standards and metrics, including those on labor and environment, and certification mechanisms.

To succeed, these partnerships require the support and cooperation of all stakeholders, including workers and unions, the private sector, and civil society. While we may face challenges today determining how our products are made and under what conditions, the path forward requires all of us coming together on a shared mission. This is our purpose and our goal. We hope to count on many of you reading today as partners. We are ready and willing to work in partnership with everyone who is committed to safeguarding dignity at work—both in our own countries and abroad.





# 2021 Findings on the Worst Forms of Child Labor

## The Year in Review: Tackling Inequalities for All

COVID-19 continues to impact every aspect of our lives, including through pandemic job loss, illness, and other labor market disruptions. One of the less visible impacts is an increased vulnerability to child and forced labor. As we continue to recover from the pandemic, we should focus our efforts on ensuring workers, parents, and caregivers have access to decent work and adequate social protection programs as a first step in providing the support they need to escape abusive labor conditions.

To increase access to decent work and social protection, we must address inequalities in the world of work. The catastrophic social and economic fallout from the COVID-19 pandemic exacerbated inequalities within and between countries and highlighted the urgent need for action. Reducing inequality and promoting inclusive growth are increasingly important at the international level. (37; 38)

When workers can freely raise their voices and organize, they can defend their rights and advance their interests. Empowered, organized workers can negotiate better wages and working conditions, and this is especially true for women, people of color, and other vulnerable populations. They can advance democratic values and practices in their workplaces, and they are better equipped to participate effectively in democratic political activity. They can demand an end to workplace violence and discrimination. And they can call out corruption, resist authoritarianism, and build vibrant communities, inclusive economies, and democratic societies free of child labor and forced labor.

The following pages provide an overview of global child labor in the year 2021 and detail the meaningful efforts that many countries made, as well as the enormous obstacles that remain before we can achieve a total abolition of child labor, especially in its worst forms. All these efforts are critical as we build back better together in this post-pandemic world.



## Overview of 2021 Assessments

This year, of the 131 countries and territories we assessed, nine countries—**Argentina, Colombia, Costa Rica, Côte d'Ivoire, Ecuador, Guatemala, Honduras, Jordan, and Uzbekistan**—received the highest assessment of Significant Advancement (see Figure 16 for a global breakdown). These countries made meaningful efforts during the reporting period in all relevant areas covering legal frameworks, enforcement, coordination, policies, and social programs. In some cases, these efforts included taking suggested actions recommended in our 2020 *Findings on the Worst Forms of Child Labor* report. Each of the nine countries met and/or exceeded the baseline of minimally acceptable protections needed to receive ILAB's highest assessment of Significant Advancement. The year 2021 marks the first time that **Uzbekistan** has achieved an assessment of Significant Advancement, overcoming challenges to undertake meaningful efforts in all relevant areas and addressing longstanding, government-linked labor abuses in the cotton sector. This is the seventh straight year in a row that **Argentina** and **Costa Rica** have received a Significant Advancement assessment. This year is also the first year since 2015 that **Jordan** received a Significant Advancement and the first year since 2017 for **Honduras**. However, it is important to note that child labor challenges remain in each of these countries. “Significant Advancement” serves as a laudable indicator of a country's efforts against child labor during the reporting period; it is not a sign that the work is over.

It is noteworthy that eight additional countries and territories would have received an assessment of Significant Advancement had they met the baseline level of protection. These include **Brazil, Georgia, India, Jamaica, Madagascar, Nepal, the Philippines, and Sri Lanka**. For more information about this baseline, see Figure 17.

In total, 73 countries received a Moderate Advancement assessment in 2021. These countries made meaningful efforts to eliminate the worst forms of child labor during the reporting period in some relevant areas covering laws and regulations,

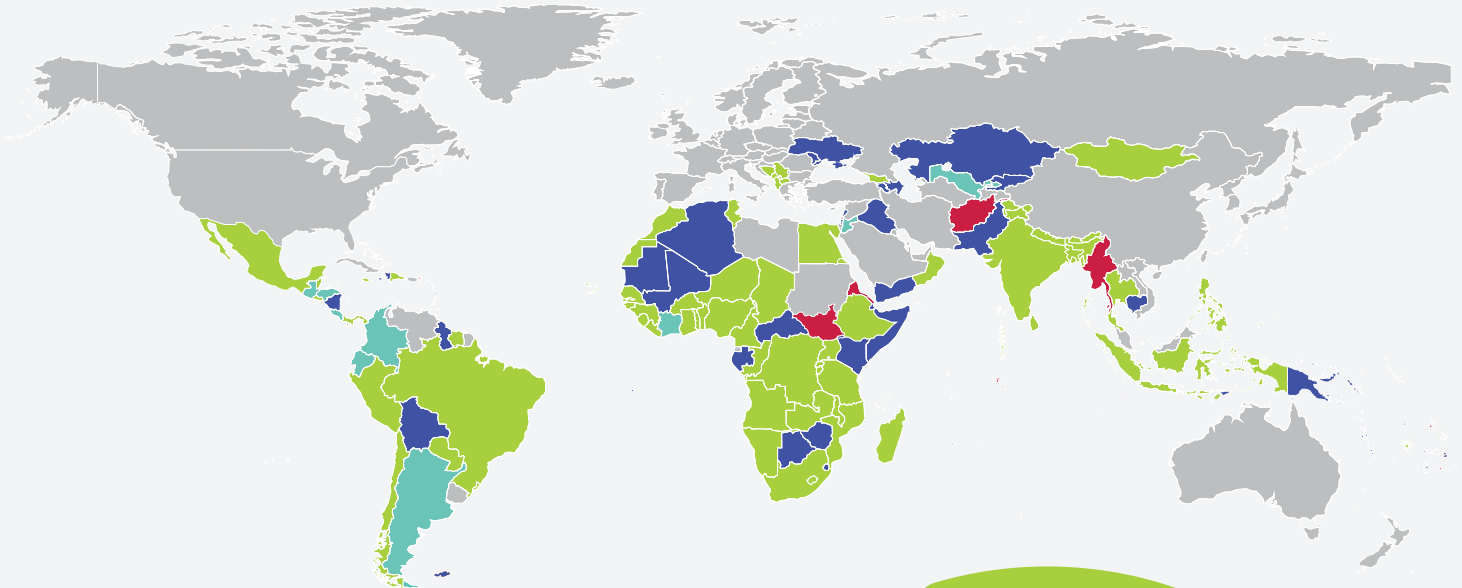
enforcement, coordination, policies, and social programs. Meanwhile, 15 countries received an assessment of Minimal Advancement for making efforts in only a few relevant areas.

Other countries also made efforts to address their child labor situation during the year; yet because they simultaneously continued or established a detrimental law, policy, or practice that delayed advancement in eliminating the worst forms of child labor, the highest assessment level these countries could receive was a Minimal Advancement. Twenty-two countries—**Armenia; Azerbaijan; Cambodia; the Central African Republic; Falkland Islands (Islas Malvinas); Gabon; Iraq; Kazakhstan; Kenya; Kyrgyz Republic; Mali; Mauritania; Moldova; Montserrat; Pakistan; Saint Helena, Ascensión, and Tristán da Cunha; Somalia; Timor-Leste; Tonga; Ukraine; Yemen; and Zimbabwe**—implemented or maintained a law, policy, or practice related to access to education, minimum age for work, labor inspection, impunity for perpetrators, criminal treatment of victims, or the recruitment and use of child soldiers that undermined advancement. Eight of these countries were new to this list in 2021: the **Central African Republic; Falkland Islands (Islas Malvinas); Kazakhstan; Kenya; Montserrat; Pakistan; Saint Helena, Ascensión, and Tristán da Cunha; and Zimbabwe**. Four countries were removed from this list: **Mongolia, Tanzania, The Gambia, and Uganda**. The Central African Republic was added because government security forces recruited children for support roles and coordinated with an armed group that recruited and used children in armed conflict. Supported by a pattern of threats and intimidation of worker organizations and trade unionists, high-level officials within the Government of Zimbabwe and the ruling political party interfered with a delegation representing worker and civil society organizations that was investigating an allegation of child labor occurring at a commercial farm. At least one high-level government official reportedly sent party activists to the farm to threaten and intimidate the delegation. Both countries received an assessment of Moderate Advancement in the 2020 edition of this report.

Five countries received an assessment of No Advancement because they made no effort to prevent

Figure 16

# Global Breakdown of Country Assessments



## 9 Significant Advancement

Argentina | Colombia | Costa Rica | Côte d'Ivoire ↑ | Ecuador | Guatemala ↑ | Honduras ↑ | Jordan ↑ | Uzbekistan ↑ |

## 73 Moderate Advancement

Albania | Angola | Bangladesh | Belize ↑ | Benin | Bhutan | Bosnia and Herzegovina | Brazil | Burkina Faso | Burundi | Cabo Verde | Cameroon | Chad | Chile | Comoros | Congo, Democratic Republic of the | Congo, Republic of the | Cook Islands | Dominican Republic | Egypt | El Salvador | Ethiopia | Fiji | Georgia | Gambia, The ↑ | Ghana | Guinea ↑ | Guinea-Bissau ↑ | India | Indonesia | Jamaica | Kiribati | Kosovo | Lesotho | Liberia | Madagascar | Malawi | Maldives | Mauritius | Mexico ↓ | Mongolia ↑ | Montenegro | Morocco | Mozambique | Namibia | Nepal | Niger ↑ | Nigeria | Norfolk Island | North Macedonia | Oman | Panama | Paraguay | Peru ↓ | Philippines | Rwanda | Saint Lucia ↑ | Saint Vincent and the Grenadines | Samoa ↑ | São Tomé and Príncipe ↑ | Senegal | Serbia | Sierra Leone ↑ | South Africa ↑ | Sri Lanka | Suriname ↑ | Tanzania ↑ | Thailand | Togo | Tunisia | Uganda ↑ | Western Sahara ↑ | Zambia

## 37 Minimal Advancement

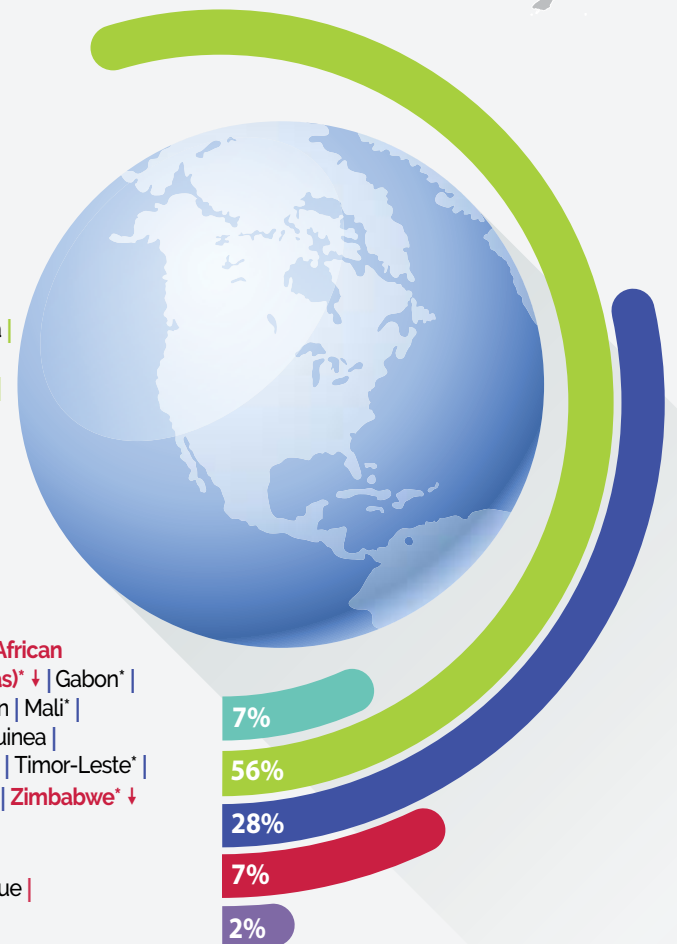
Algeria ↓ | Armenia\* | Azerbaijan\* | Bolivia ↓ | Botswana | Cambodia\* | Central African Republic\* ↓ | Djibouti ↓ | Dominica ↑ | Eswatini | Falkland Islands (Islas Malvinas)\* ↓ | Gabon\* | Guyana ↓ | Haiti ↓ | Iraq\* | Kazakhstan\* ↓ | Kenya\* ↓ | Kyrgyz Republic\* | Lebanon | Mali\* | Mauritania\* | Moldova\* | Montserrat\* ↑ | Nicaragua | Pakistan\* ↓ | Papua New Guinea | Saint Helena, Ascensión, and Tristán da Cunha\* ↑ | Solomon Islands | Somalia\* | Timor-Leste\* | Tonga\* | Tuvalu ↓ | Ukraine\* | Vanuatu | West Bank and the Gaza Strip | Yemen\* | Zimbabwe\* ↓

## 9 No Advancement

Afghanistan ↓ | Anguilla | British Virgin Islands | Burma‡ | Eritrea‡ | Grenada | Niue | South Sudan‡ | Tokelau

## 3 No Assessment

Christmas Island | Cocos (Keeling) Island | Wallis and Futuna



\* Efforts made but regression or continued law, policy, or practice that delayed advancement

‡ Efforts made but complicit in forced child labor

↑ Increase in assessment level

↓ Decrease in assessment level

Figure 17

# Baseline of Minimally Acceptable Protections





the worst forms of child labor: **Anguilla, British Virgin Islands, Grenada, Niue, and Tokelau.** Despite the lack of evidence of child labor, these countries lack legal frameworks that meet international standards, leaving children without an adequate preventative mechanism. **Afghanistan** also received a No Advancement because during the reporting period, the government arrested, detained, and prosecuted children for terrorism-related crimes, including some children younger than age 12 who had been forcibly recruited by non-state armed groups. Furthermore, authorities treated as criminals some child trafficking victims, especially those engaged in *bacha bazi*, which typically entails keeping a male or transgender child for the purpose of sexual gratification or armed conflict. Authorities then housed them in juvenile detention centers and subjected them to torture and other forms of ill treatment rather than referring them to victim support services. Moreover, in August 2021, the

Taliban took control of Kabul and declared the establishment of an “Islamic Emirate” throughout the country. From then on, school-age girls in the country were not allowed to attend classes beyond the sixth grade in most provinces, effectively closing the door on girls’ education.

In addition, some countries could not receive an assessment level beyond No Advancement because they had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents. Unfortunately, three countries—**Burma, Eritrea, and South Sudan**—were found to be complicit in the use of forced child labor during the reporting period, whether for commercial sexual exploitation, public works projects, or forced recruitment in armed conflict. This list is unchanged since last year. See Box 14 to learn more about the rising risks to children in Burma after the military coup in early February 2021.



Box 14

## Children at Risk as Instability Rises After Burmese Military Coup

Children in Burma are at risk of poverty and engaging in armed conflict as the country grapples with a political crisis following a military coup. On February 1, 2021, Burma's military overthrew the country's democratically elected civilian government. Since then, thousands of children are bearing the brunt of the conflict.

At least 150,000 children have been forced to flee their homes. There are also reports that the military regime has killed over 1,400 people, including at least 100 children. Many children have been killed by airstrikes and shelling, particularly in Burma's central regions of Magwe and Sagaing and ethnic areas of Chin States, Karen, and Karenni. Many children are also living outside in the jungle under makeshift shelters. These conditions leave children susceptible to hunger and illness and vulnerable to exploitation.

Notably, the military regime has targeted the country's labor union movement, outlawing 16 labor unions, attacking workers on strike, and arresting many union leaders and members.

The U.S. Department of Labor's international child labor and forced labor reporting highlights more than a dozen goods produced in Burma using child labor, forced labor, and/or forced child labor. Evidence also exists that state-owned enterprises in Burma are significantly involved in industries tied to human trafficking, child and forced labor, and the targeting of labor unions.

The political instability in Burma poses threats not only to the Burmese population but opens up entities and individuals doing business in Burma to risks of participation in corruption, illicit finance, and human rights abuses. In an effort to raise awareness about these risks, the U.S. Department of Labor, in collaboration with the Departments of the Treasury, State, Commerce, Homeland Security, and the Office of the U.S. Trade Representative, released a Burma Business Advisory on January 26, 2022. The Burma Business Advisory details the intersection of business, corruption, illicit finance, and human rights abuses taking place in Burma. This Advisory is one example of the United States' commitment to the people of Burma. The United States will continue to work with partners and allies to restore democracy and cease human rights abuses in Burma.

Currently, only **Christmas Island, Cocos (Keeling) Islands, and Wallis and Futuna** fall into the category of No Assessment. This assessment is reserved for countries or territories in which the population of children is either non-existent or extremely small, there is no evidence of the worst forms of child labor and the country appears to have an adequate preventive legal and enforcement framework on child labor, or a country is included in the report for the first time or receives a suggested action for the first time.

### *Overview of Meaningful Efforts*

#### **Legal**

A number of countries made efforts to ratify key international commitments in support of fundamental principles and rights at work. For example, this year, both **Bangladesh** and **Liberia** continued the process toward ratification of ILO Convention 138 on Minimum Age. **Bangladesh, Chile, Comoros, and Sierra Leone** took steps to either ratify



or bring into force the Protocol of 2014 to the 1930 Forced Labor Convention No. 29.

Other countries took similar steps related to ILO and UN instruments as they sought to strengthen their legal frameworks. **Fiji** ratified the UN Convention on the Rights of the Child (CRC) Optional Protocol on the Involvement of Children in Armed Conflict and the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography. In addition, the **Central African Republic** adopted Law 21.003 that authorized the government to ratify ILO Convention No. 190 on Violence and Harassment, which reaffirms the effective abolition of child labor. And **Sierra Leone** ratified two additional ILO Conventions – No. 143 on Migrant Workers (Supplementary Provisions) Convention and No. 189 Domestic Workers Convention.

Several countries also made efforts to strengthen their legal framework to protect children from hazardous work and promote minimum age protections. **Sri Lanka** amended its hazardous occupations list, expanding the list of occupations prohibited for children to include domestic labor. The country also amended the Minimum Wage Ordinance to increase the minimum age for work from 14 to 16. **Jordan** enacted a regulations prohibiting child labor in agriculture under age 16 and hazardous agriculture work under age 18. **Mauritania's** Ministry of Labor enacted a hazardous work list decree, identifying 44 types of activities prohibited for children. **Pakistan's** Balochistan Province enacted its Bonded Labor Act, which banned hazardous work for children under age 14. **Saint Helena, Ascension, and Tristán da Cunha** passed an employment ordinance setting the minimum employment age at 14. **Tunisia's** Parliament passed the Domestic Workers Bill, which prohibits the employment of children in domestic work. And **Mongolia** revised its Labor Law to set the minimum age for work at 15 and the minimum age for light work at 13. To learn more about hazardous work, see

Figure 18. For a global snapshot on the minimum age for work and hazardous work, see Figure 19.

A number of countries took steps to expand legal protections to vulnerable populations. In **Bolivia**, the government passed a decree giving migrants the ability to normalize their status without paying fees, which will enable more children to enroll in school. **Liberia** passed amendments to the 2005 Anti-Human Trafficking Law that removed the requirement of force, fraud, or coercion in child sex trafficking cases. **Pakistan** passed a bill that prohibits corporal punishment of children in the Islamabad Capital Territory. **Togo** adopted a new labor code that strengthened enforcement and penalty mechanisms. Finally, **Uzbekistan** amended the country's Criminal Code to assign criminal penalties for the use of children ages 16 to 17 in commercial sex. This amendment brings the country into compliance with international standards with respect to prohibitions against the commercial sexual exploitation of children.

## Enforcement

As much of the world continued to increase online activities, several countries took innovative steps to address online and digital crime. **Bangladesh** took direct enforcement action to combat online crime networks as the Bangladeshi police arrested seven members of a sex-trafficking ring that used social media apps to entice young girls with promises and then trafficked them to neighboring countries. In **Mauritius**, the country's Office of the Ombudsperson for Children disseminated over 60,000 brochures to sensitize the public against online commercial sexual exploitation. **Moldova** also took steps to combat online commercial sexual exploitation of children, including trainings for enforcement agency personnel, along with obtaining new equipment to investigate cybercrime for those agencies, and publishing guides on protecting children from online sexual abuse and exploitation. As the global pandemic continued to drive online solutions,



Figure 18

## What is Hazardous Child Labor?

ILO Recommendation 190<sup>1</sup> calls on governments to consider the following when determining work that is prohibited for children.



Work which exposes children to physical, psychological, or sexual abuse



Work underground, under water, at dangerous heights, or in confined spaces



Work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads



Work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health



Work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer

<sup>1</sup> International Labor Organization. Recommendation 190. Geneva: June 1999. <https://www.ilo.org/public/english/standards/relm/ilc/ilc87/com-chir.htm>.

**Morocco** launched a new labor inspectorate IT management system that enabled remote training for inspectors in compliance with pandemic precautions. In **Chile**, the country's Inter-Agency Task Force on Trafficking in Persons organized a webinar training focused on prevention, investigation, and best practices for victims' assistance on the topic of trafficking in persons, reaching 200 civil servants. Finally, **Jordan**'s Ministry of Labor launched a new website to accept submissions of labor complaints, [www.hemayah.jo](http://www.hemayah.jo), which includes a dedicated channel for child labor.

Actions depend on data. To support those actions, a number of countries advanced their data efforts; most of these countries are in Africa. In **Mauritania**, labor inspectors reported carrying out 570 inspections. This is the first time Mauritania has provided data on the number of inspections for this report. **Burundi** developed its first-ever data collection system for human trafficking cases and trained prosecutors and judges on how to use the system. And elsewhere on the continent, the Ministry of Labor of **Senegal** organized a workshop for labor inspectors on data collection in the informal economy.

Labor inspectorates often face tight budgets. Yet, this year, several countries sought to increase their number of labor inspectors as well as raise funding levels. The **Dominican Republic** reported that it has hired 23 new technicians specialized in child labor for the Directorate of Policies for the Prevention and Eradication of Child Labor. These specialized technicians are working in the interior of the country, an often underserved area. **Zambia** increased its number of labor inspectors from 160 to 240, while Morocco increased labor inspectors by over 43 percent. **Belize** increased its number of inspections from 301 to 584 and **Ghana** increased its from 213 to 749. **Côte d'Ivoire**'s government reports having increased the annual budget of the Anti-Child Trafficking and Juvenile Delinquency Division Unit—from \$10,000 in 2018 to \$200,000 in 2021. **Ethiopia** substantially increased the budget of its labor inspectorate—from approximately \$150,000 in 2020 to more than \$2.5 million in 2021. In addition, **Rwanda** again significantly increased its number of labor inspections over the previous year and ensured that inspectors received adequate vehicle and transportation allowances, despite pandemic-related budget cuts.

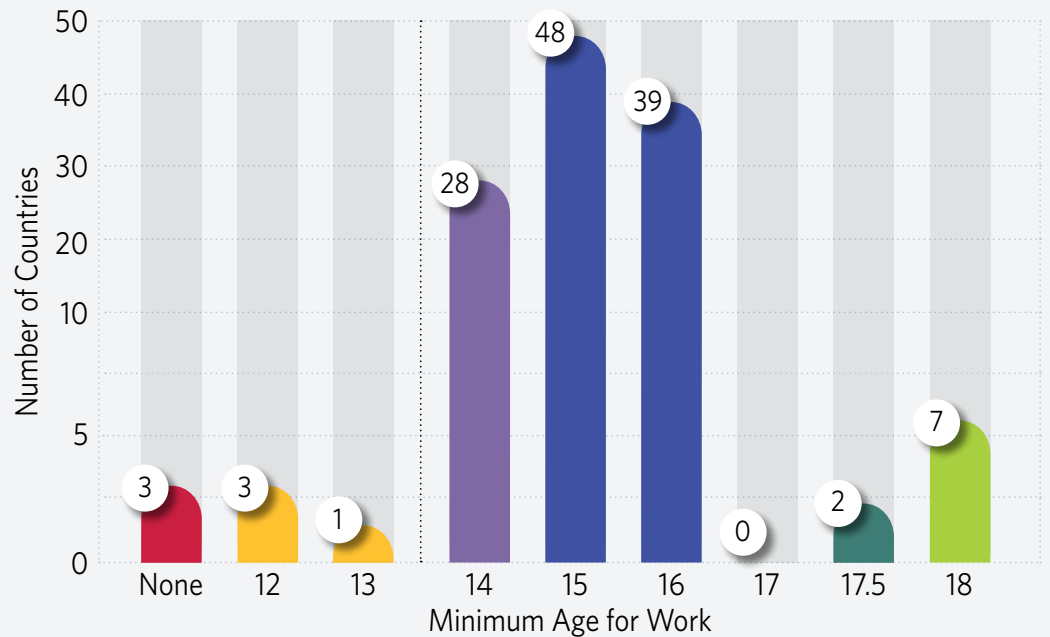
Figure 19



## Minimum Age for Work

**15**  
years

\* Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the convention.



### Countries that do not have a minimum age at 14 years\*

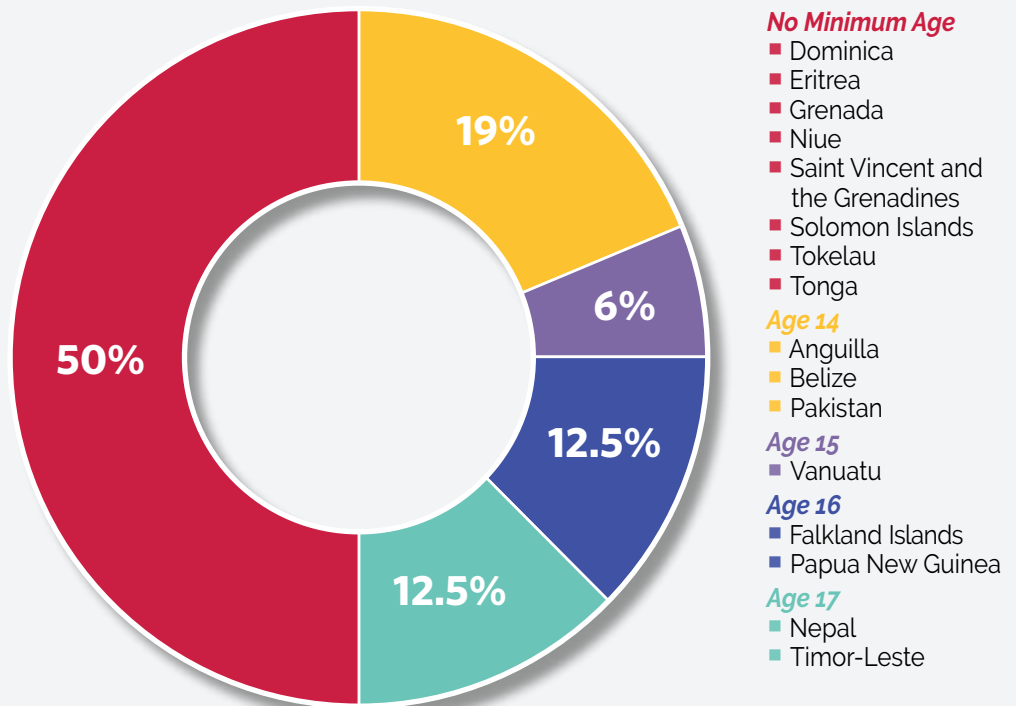
Anguilla ■ Bhutan ■ Nigeria ■ Niue ■ Solomon Islands ■ Tokelau ■ Tonga



## Minimum Age for Hazardous Work

**18**  
years

16 Countries do not have a minimum age for hazardous work that meets international standards



Prosecution and effective sanctions remain a cornerstone of enforcement. **Guatemala** successfully prosecuted and convicted 38 individuals for crimes related to the worst forms of child labor. Notably, the **Central African Republic** prosecuted and convicted a child trafficker, which was its first-ever trafficking in persons conviction. And **Gabon's** Ministry of Justice convicted six individuals on trafficking-related charges.

There were other positive developments to advance efforts against child labor in 2021. **Ecuador** signed a framework agreement with **Peru** to strengthen judicial cooperation on trafficking in persons crimes and other issues. In **Kiribati**, the government conducted its first child labor inspection in the capital and most populous island, Tarawa. **Georgia** also created a new mobile group in Adjara to identify and assist children living and working on the streets, especially those engaged in begging. See Figure 20 for an overview of global enforcement efforts.

### Coordination

With a large number of enforcement efforts underway, vibrant and robust coordination at the government level, in tandem with civil society, is essential. For example, **Argentina** launched its Action

Plan for the Businesses Against Child Labor Network, an effort to improve government cooperation with the private sector in preventing and eradicating child labor. As an example of cross-country cooperation in the region, **Ecuador's** Ministry of Labor and Ministry of Economic and Social Inclusion worked with their Colombian counterparts to establish mechanisms to address child labor in the illegal mining sector along the Ecuador-Colombia border. Across that border, **Colombia's** Ministry of Interior created a committee to initiate and coordinate victim assistance among local trafficking committees, state entities, including the Judicial Police, NGOs, and the Colombian Institute for Family Well-Being.

In the Indo-Pacific region, several countries took steps to develop new coordination bodies. For example, the **Philippines** opened its first Cyber-Trafficking in Persons Monitoring Center. **Maldives** established a new Anti-Trafficking in Persons Office at the Ministry of Defense to implement the National Anti-Human Trafficking Action Plan and undertake prevention efforts. Farther east, in June 2021, **Timor-Leste** established its Commission to Combat Trafficking in Persons, and the Commission convened its first meeting in November.

Figure 20

## Global Enforcement Efforts\*



\*Out of 131 countries



Countries in the Middle East and North Africa region also undertook meaningful coordination efforts. **Tunisia's** National Authority to Combat Trafficking launched a national referral mechanism to “identify and refer victims to care services.” **Jordan** formed an interagency committee to update its National Strategy to Combat Child Labor.

**Albania** established the Ministry of State for Youth and Children to further governmental efforts to promote the healthy development and well-being of children. In nearby **North Macedonia**, the National Trafficking in Persons Commission prepared a 2021–2022 plan to prevent human trafficking of at-risk minors, improve victim identification processes, and promote efforts to reduce forced child begging.

Finally, several Sub-Saharan African countries established new coordinating bodies to address human rights abuses. **Togo** created a National Commission Against Trafficking in Persons, and **Niger** formed the National Steering Committee to Combat Child and Forced Labor. **Lesotho** launched national referral mechanisms for trafficking in persons and standard operating procedures in October. Last, **Chad** created a Multisectoral Technical Committee Against Migrant Smuggling and Human Trafficking.

## Policy

A number of countries established or implemented policies to help focus attention and resources to combat child labor. **Brazil** drastically revised its Federal Pact for the Eradication of Forced Labor. Led by the Ministry of Justice's Special Secretariat for Human Rights and currently signed by 23 of the 27 states in Brazil, the Pact was revised this year to allow the inclusion of all 5,000 municipalities throughout the country. This revision aims to promote and improve communication between entities involved in addressing slave labor. **Ecuador**, under its National Action Plan to Combat Trafficking in Persons, held trainings on trafficking victim identification, prosecution, and victim assistance for labor inspectors, prosecutors, and police officers, among

others. **Guatemala** signed a cooperation agreement with the governments of El Salvador and Honduras to strengthen actions and efforts against trafficking in persons. And **Honduras's** National Commission for the Gradual and Progressive Eradication of Child Labor approved the 2021–2025 Roadmap for the Elimination of Child Labor. This Roadmap seeks to identify risk factors for vulnerability to child labor, raise awareness of child labor laws, and establish an integrated protocol for responding to child labor violations.

In the Indo-Pacific region, **Bangladesh** approved the country's eighth 5-year plan titled, “Promoting Prosperity and Fostering Inclusiveness.” The plan includes provisions and a budget to eliminate child labor and child abuse and sets out actions to enforce and harmonize laws against trafficking and exploitation. **Mongolia** created a multidisciplinary taskforce representing 18 government and non-government organizations to implement victim-centered, collaborative, and sustainable approaches to identifying trafficking victims, especially child trafficking victims.

In the Middle East and North Africa region, **Oman** adopted a new Trafficking in Persons National Action Plan for 2021–2023. In an effort to drive collaborative change on the ground, **Morocco** also signed eight partnership agreements with local NGOs in multiple regions of the country to counter child labor.

In the Europe and Eurasia region, **Serbia** collaborated with the Council of Europe to revise the country's list of indicators used to identify children who are potential victims of trafficking. In **Montenegro**, a new Strategy for the Social Inclusion of Roma and Egyptians (2021–2025) was passed. **Azerbaijan** launched its National Early Childhood Development Program as part of the wider Strategy on Children of the Republic of Azerbaijan. The program aims in part to increase the capacity of children's services professionals, in addition to raising awareness around the health and education of children in four target regions: Absheron, Aghjabadi, Ganja, and Shirvan.

In Sub-Saharan Africa, **Cabo Verde** put in place a new policy on the commercial sexual exploitation of children. In southern Africa, the Government of the Kingdom of **Eswatini** launched a National Action Plan on the Elimination of Child Labor and created an interagency task force to oversee its implementation. **Mozambique** launched a 10-year strategic plan with the aim of ensuring the continuity of safe, quality education during and after emergency situations, focusing on the need for strong interventions to protect children and the harmful effects of child labor. As part of **Uganda's** National Social Protection Policy, the government launched a digital platform to consolidate information from all social protection and security programs in the country to improve program coordination.

Like many global actors, the U.S. is committed to ensuring that our work aligns with broader action at the international level similar to many of the examples mentioned in this section. In fact, since 2015, all 193 UN member states have stood in unity

with the Sustainable Development Goals (SDGs)—a roadmap of 17 interconnected goals for ending poverty, protecting the environment, and promoting peaceful, inclusive, and just societies by 2030. In particular, under SDG 8 on Decent Work and Economic Growth, Target 8.7 calls on governments to “take immediate and effective measures to eradicate forced labor, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labor, including recruitment and use of child soldiers, and by 2025 end child labor in all its forms.” Alliance 8.7 is a global partnership that provides strategic coordination of diverse stakeholders to achieve Target 8.7. Since 2017, ILAB has actively contributed to the work of Alliance 8.7. See Box 15 to learn more about ILAB’s work with Alliance 8.7 and the SDGs. Coordinating global policy work is an essential first step to addressing long-standing child labor concerns because child labor is not just a localized challenge, but one that necessitates global, coordinated action.



## Box 15

## Alliance 8.7 and the Path to Achieving the Sustainable Development Goals by 2030

In 2015, the United Nations member states adopted the **2030 Agenda for Sustainable Development**, which provides a blueprint for achieving a better and more sustainable future for people and the planet through 17 interlinked **Sustainable Development Goals** (SDGs). (39; 40) These SDGs recognize that the global challenges we face, including poverty, inequality, climate change, conflict, and humanitarian crises, are interconnected and require joint global strategies and action to achieve shared peace and prosperity for all. Each SDG has targets and indicators to measure progress toward achieving the goals by 2030. Sustainable Development Goal 8 promotes "inclusive and sustainable economic growth, employment, and decent work for all," and **Target 8.7** of this goal calls for "immediate and effective measures" to eradicate forced labor, modern slavery, human trafficking, and child labor in all its forms. (41)

Given the urgency of the problem, with over 160 million child laborers and 40 million people in forced labor or modern slavery globally, a global partnership, known as **Alliance 8.7**, was formed to catalyze action on Target 8.7 by supporting collaboration, sharing knowledge, fostering innovation, and harnessing new technologies to put an end to unacceptable violations of labor and human rights. (42) With support from the International Labor Organization, Alliance 8.7 brought together a diverse set of partners from government, international and regional organizations, workers' and employer organizations, civil society, academia, and other relevant stakeholders, committed to putting an end to child labor, forced labor, and modern slavery. The Alliance also includes **26 Pathfinder countries** that have pledged to accelerate efforts and lead the way to achieving Target 8.7 by translating public commitments into concrete actions and developing and adopting the necessary national frameworks to eliminate child labor and forced labor. (43) These 26 Pathfinders represent various regions of the world, demonstrating a truly global commitment to reaching Target 8.7.

As a long-standing leader in the fight to end child labor and forced labor and promote decent work for all, ILAB has supported Alliance 8.7 since its beginning. Although the most recent **global estimates on child labor** and **forced labor** have shown us that the path to reaching Target 8.7 will not be an easy one, the United States remains committed to this goal. (16) The United States is committed to a sustainable, global economic system which respects the rights and dignity of all human beings in line with the Sustainable Development Goals. We cannot allow unscrupulous actors to profit from the labor of children and exploited workers. Instead, we must set our sights on realizing decent work for all adults and a sustainable future for all.

### Programs

In **Argentina**, the Ministry of Labor, Employment, and Social Security published the results of a study, conducted in collaboration with the ILO and UNICEF, measuring the impact of the COVID-19 pandemic on children in the country. The study found that 46 percent of children between the ages of 13 and 17 and engaged in work began doing so as a result of

the pandemic. Of those that began working during the pandemic, 7 out of 10 resided in households that had experienced job loss or a reduction in working hours. Overall, the study found that the rate of working children ages 13 to 17 had increased as a result of the pandemic, from 17 percent in November 2020 to 23 percent in October 2021. **Costa Rica's** National Statistics Institute published the 2021



National Household Survey, which included data on children between the ages of 12 and 17. The study found that 1.3 percent of children within this age group were working. The last comprehensive child labor study in Costa Rica that included all relevant age ranges was conducted in 2016. **Guyana** added \$250,000 to its national budget to fund a shelter for survivors of domestic violence and human trafficking, including children. In addition, the Embrace Program in **Paraguay** approved a new operations manual providing consistent operational guidance for coordinators at program centers across the country. The program also continued to offer trainings on income generation, financial literacy, and entrepreneurship for children engaged in exploitative work and their families, while also referring victims and survivors of child labor and trafficking to the appropriate government programs.

**Sri Lanka's** National Steering Committee on Child Labor conducted 107 trainings for the fisheries sector and 27 programs for the plantation sector. **Pakistan's** Punjab Labor Department established an online portal to allow people to file labor-related complaints against government or local officials, including child labor complaints. **India's** Childline fielded 5 million calls and assisted 39 million children, including children who are survivors of child labor. In **Kiribati**, the Ministry of Employment and Human Resources funded a pilot child labor inspection program that directly sought to collect data on the nature of child labor in Kiribati. The Ministry made 35 site visits in South Tarawa, Kiribati's most populated and urban area. In Box 16, learn more about ILAB's work in **Malaysia**, in particular our new projects and tools to address ongoing labor issues in key sectors in collaboration with the government.

In the Middle East and North Africa, **Tunisia** opened a new location as part of its Second Chance program, which reintegrates school dropouts ages 12 to 18 back into the educational system or provides them with vocational training. This is part of the first phase of a social program designed to meet the needs of over 1,000 dropout students in Tunisia. **Jordan** established a program to address child labor in the agriculture sector.

In the Europe and Eurasia region, **Kazakhstan** made shelter services available to non-citizens. According to government data, **Uzbekistan** provided legal, financial, and social assistance to 323,620 labor migrants overseas, as well as entrepreneurship and/or vocational training to 23,878 returned labor migrants.

In Sub-Saharan Africa, **Benin's** government continued its Administrative Census for Population Identification program to identify and register citizens lacking identity documents. In **Togo**, the government expanded its cash transfer program into the Savanes region, where over 244,000 additional people received transfers. The program makes direct cash transfers of roughly \$20/month through mobile phones to Togo's poorest citizens in order to mitigate the worst effects of the pandemic. The government also created an online application for birth certificates to help facilitate documentation, and with that documentation better and easier access to essential social services. Finally, in an effort to increase funds for social programs, **Namibia** allocated \$408,910 to shelters, a substantial increase from \$22,150 allocated last year.

These examples are just a snapshot of the more than 555 meaningful efforts undertaken by countries cataloged in this year's report.

Box 16

## Value of Effective Programs: Measures to Combat Child Labor and Forced Labor in Malaysia

Malaysia has always been a willing partner to ILAB, particularly in the area of technical assistance projects that support local stakeholders in efforts to combat child labor and forced labor and promote decent working conditions. ILAB is currently funding projects that advance labor law reform, increase migrant worker protections, promote acceptable conditions of work, and reduce the risks of child labor and forced labor, particularly in Malaysian palm oil supply chains.

The **MY Voice project**, for example, combats forced labor and child labor in the garment and palm oil industries in Malaysia. The project helps elevate workers' voices in these industries through a number of strategies, including incorporating worker perspectives into company risk assessments, policies, and compliance monitoring, with the goal of improving Malaysian suppliers' compliance with labor standards. (44)

ILAB also recently launched the **Global Accelerator Lab 8.7 project**, which will address child labor and forced labor at the global, regional, and country levels through innovative solutions to improve due diligence and transparency in supply chains, strengthen workers' voice, and increase access to social protections. This project will work at the country level with Malaysia, among other nations, to implement innovative measures to reduce child labor and forced labor. (45)

Despite progress and cooperation through technical assistance in Malaysia, our reporting shows there is more work to be done on child and forced labor in the country. Our *List of Goods Produced by Child Labor or Forced Labor* indicates that disposable gloves and palm oil made in Malaysia are produced by forced labor in violation of international standards. (34) In addition, U.S. Customs and Border Protection (CBP) issues withhold release orders (WROs) when there is "reasonable suspicion" that forced labor was used in the production of goods being imported into the United States, and there are several WROs against Malaysian entities on disposable gloves, palm oil, and palm oil products. (46) This enforcement mechanism directs U.S. ports of entry to detain shipments from these identified entities, and importers are responsible for proving to U.S. CBP that the goods were not made with forced labor. (47)

Alongside increasing awareness of goods made with exploitative and abusive labor conditions, ILAB's tools can be another asset for addressing child labor and forced labor in Malaysia. ILAB's **Comply Chain** app serves as a resource for companies and industry groups seeking to develop robust social compliance systems for their global production. *Comply Chain* is now available in Malay, making the mobile tool accessible across Southeast Asia. The tool provides a practical, step-by-step guidance for companies working to reduce child labor and forced labor in supply chains. Companies are encouraged to work through the various modules to improve elements of their systems and their work with supply chain partners. The government and the private sector can use this resource to take action to address child labor and forced labor in Malaysia and in other Southeast Asian countries where Malay is spoken.

## Overview of Major Gaps

As demonstrated by the reversals in progress toward eliminating child labor over the past 2 years, poverty is the main driver of child labor. When children engage in child labor, they sacrifice their education, well-being, and development, which limits their future opportunities. Today, children remain vulnerable to dangerous work in the back-breaking process of brickmaking; repeated exposure to hazardous chemicals and risky conditions in mining; and horrific abuse through commercial sexual exploitation due to gaps in legislation, enforcement, coordination mechanisms, policies, and programs. The gaps highlighted in this year's report underscore that there is still much work to be done.

## Legal

Comprehensive legal frameworks are critical to ensuring children are protected from child labor, including its worst forms. However, this year's report found many gaps in this area, with 514 corresponding suggested actions. See Figure 21: Global Gaps in Laws and Regulations.

Twenty-two countries and territories, including **Angola, Bosnia and Herzegovina, Guinea, Haiti, and Pakistan**, among others, have labor laws that do not fully cover children working in the informal sector, where a significant share of child labor is known to occur. This leaves children unprotected from poor labor practices that countries' own labor laws aim to address in the formal sector. In Guinea, for example, during the COVID-19 pandemic, more children and families moved to gold mining regions and a rising number of children engaged in informal child labor in the gold and diamond mining sectors, where they were subjected to frequent collapses of open pit mines and the use of toxic chemicals.

Education is also key to children's well-being as well as their future employment prospects; however, laws guaranteeing free public education for children were

insufficient in a number of countries. In Jamaica, for example, free access to education is limited to children with Jamaican citizenship, leaving children without citizenship vulnerable to child labor. In many countries, including **Armenia, Bolivia, the Central African Republic, and Thailand**, the minimum age for work is lower than the compulsory education age, which may encourage children to drop out of school before completing their compulsory education.

Gaps in legal measures related to hazardous work remained prominent, with 30 countries lacking comprehensive protections, including limitations in their scope and sectors covered. For example, the types of hazardous work prohibited for children in **Ethiopia** do not include traditional weaving, a sector in which there is evidence that children operate dangerous machinery, equipment, and tools, as well as work in forced or indentured conditions (see the [List of Goods Produced by Child Labor or Forced Labor](#) and [List of Products Produced by Forced or Indentured Child Labor](#)).

Criminal laws also remained insufficient in countries across all regions. Laws criminalizing slavery and practices similar to slavery or debt bondage and forced or compulsory labor were lacking in over 20 countries, including **Afghanistan, Angola, and Zimbabwe**. Furthermore, trafficking in persons laws lacked full coverage in some countries. For example, in **Dominica** and some states in **Nigeria**, trafficking in persons laws do not apply to domestic trafficking.

Serious gaps in criminalizing the worst forms of child labor remained widespread during the reporting period. For instance, insufficient legal protections against the use, procurement, and offering of children for prostitution, production of pornography, and pornographic performances were identified in all regions, with 35 countries failing to meet international standards on the prevention of commercial sexual exploitation of children. Existing legislation in many countries, such as **Albania**,



**Papua New Guinea**, and **Yemen**, does not specifically include prohibitions against the use of children in pornography or pornographic performances, an area where there was a significant increase in online traffic during the global pandemic. In **Tonga**, legislation prohibiting the procurement of children for commercial sexual exploitation only includes girls and not boys, who are also vulnerable to commercial sexual exploitation. In addition, many countries, including **Azerbaijan**, **Guinea-Bissau**, **Tokelau**, and **Ukraine**, fail to criminalize the use of children for prostitution, leave those who exploit children in prostitution by patronizing them without criminal consequences.

Many countries also lacked prohibitions against the use of children in non-state armed groups, leaving children susceptible to recruitment and participation in armed conflict. In some cases, governments even enabled children's participation in armed conflicts. For example, the Governments of **Pakistan** and **Mali** actively supported non-state militant groups that recruited and used children. Even worse, in the **Central African Republic**, the government itself recruited and used child soldiers in armed conflict.

### Enforcement

Even when child labor laws are in place, poor enforcement enables child labor to continue. Gaps related to enforcement make up the single largest area for suggested action in this year's report, accounting for more than 37 percent of all suggested actions.

Labor inspectorates are primarily responsible for implementing countries' labor laws; however, nearly 50 percent of countries had an insufficient number of labor inspectors. Furthermore, even with dedicated public servants, many labor inspectorates lacked proper funding, training, and resources to address child labor. Inspectorate resource constraints, such as insufficient fuel and transport, can result in a lack of inspections in areas where child labor is known to occur, including in rural or remote areas, agricultural fields, and mines. In **Suriname**, for example, inspectors did not conduct any inspections in the artisanal gold mining sector where children engage in dangerous working conditions involving hazardous tools, heavy loads, and exposure to cyanide and mercury. Learn more about hazardous child labor in Box 17.

Figure 21

## Global Gaps in Laws and Regulations\*



**28** Countries' prohibitions of child trafficking do not meet international standards

**36** Countries' prohibitions of commercial sexual exploitation of children do not meet international standards

**20** Countries' prohibitions of forced labor do not meet international standards

**44** Countries' prohibitions of the use in illicit activities do not meet international standards

\*Out of 131 countries

## Box 17

## Hazards of Child Domestic Work: The Need for Legal Actions Around the World

Child domestic work refers to children's work in the household of a third-party employer. (48)

While child domestic work is prevalent globally, it is difficult to accurately measure due to the informal and private working relationship between household owners and child workers. According to the ILO, approximately 7.1 million children between the ages of 5 to 17 are engaged in domestic work, with girls representing over half of that estimate. (16)

While most household chores may seem harmless to adults, they can be physically and mentally damaging to children. Approximately 25 percent of children engaged in domestic service are performing hazardous work, which includes working long hours, using dangerous equipment, and carrying out tasks in awkward positions that can be harmful to children. (48; 49) In many cases, hazardous domestic work can even be life-threatening, especially when it involves physical and sexual abuse.

In Pakistan, for example, police have arrested employers in multiple instances for torturing and murdering child domestic workers. (50) Reports of physical and sexual violence, torture, and the death of child domestic workers have emerged from other countries around the world, including in India, Bangladesh, and Indonesia, to name a few. (51; 52; 53) In 2021, there were 28 reported cases of torture among child domestic workers in Bangladesh. (54) However, cases of abuse are likely underreported.

Some countries like Pakistan and Bangladesh have taken action to prohibit the use of children in domestic work. In 2019, Pakistan's Ministry of Human Rights declared domestic child labor to be hazardous within the Islamabad Capital Territory. Similarly, in 2021, the Ministry of Labor in Bangladesh developed a proposal to update its list of hazardous work to include child domestic service. Inclusion of occupations on the hazardous list helps countries develop legal frameworks to protect children working in the most dangerous occupations, such as mining, auto shops, and domestic labor.

Still, countries can and should do more. To recognize the perils associated with child domestic service, countries must declare child domestic work as hazardous and include child domestic service on their national hazardous work lists. With child labor growing exponentially due to the COVID-19 pandemic, millions of children may be at risk of abusive working conditions behind closed doors. (55)

In addition to resource limitations, in some countries, penalties for child labor remain insufficient or non-existent. For example, the fine assessed for instances of child labor in **Belize** is merely \$12.50. In 19 countries, including **Lebanon**, **Malawi**, and **Samoa**, there are inadequate mechanisms to assess civil penalties for child labor law violations, enabling violators of child labor laws to face minimal repercussions.

Unfortunately, in **Anguilla; Azerbaijan; Falkland Islands; Gabon; Saint Helena, Ascension, and Tristan da Cunha; Somalia; South Sudan; Tonga; and Yemen**, research indicates that no labor inspections were conducted at all in the reporting period, leaving children at serious risk of child labor. Moreover, in some cases, as seen in **Azerbaijan, Benin, the Kyrgyz Republic, Moldova, and Ukraine**, inspections were actively hindered or prevented by the government.





© Godong/Alamy

Palestinian boys sell tomatoes in Nablus City Center.  
West Bank, Palestine. April 10, 2018.



For example, during the reporting period, the Government of **Azerbaijan** extended a moratorium put in place in 2017 that prevents all labor inspections from occurring.

This year, 10 countries—**Bangladesh, Cambodia, Chad, Eritrea, Iraq, Madagascar, Pakistan, the Philippines, South Sudan, and Yemen**—failed to investigate, prosecute, convict, and sentence public officials who participated in or facilitated the worst forms of child labor, including commercial sexual exploitation of children and debt-based forced labor. During the reporting period, judges in **Cambodia** were reported to have accepted bribes in return for the dismissal of charges, acquittal, and reduced sentencing of individuals committing such crimes, especially for those individuals with possible ties to the government. In **Madagascar**, the government failed to investigate reports of officials accepting bribes to produce and issue false identity documents to facilitate the commercial sexual exploitation of minors.

## Coordination

Effective coordination of efforts to address child labor enables government departments and ministries to carry out their mandates to enforce laws, implement national policies and programs, and support survivors in receiving social services. However, this year's report includes suggested actions to improve coordination efforts in 101 of 131 countries.

The most common finding, identified across all regions, was that coordinating bodies—or mechanisms such as intergovernmental committees responsible for coordinating efforts to combat child labor—were unable to fully carry out their mandates. This was largely due to insufficient funding, which prevented coordinating bodies from being able to meaningfully operate or implement activities. Other issues identified included lack of capacity, inadequate staffing, and limited data to inform decision-making. For example, in **Cameroon**, agencies engaged in addressing child labor did not provide full reports to the Interministerial Committee on Trafficking in

Persons, resulting in agencies implementing their own independent activities without coordination.

Agencies in **Albania, Argentina, Botswana, Costa Rica, and Guatemala** also lacked effective coordination between institutions responsible for investigating the worst forms of child labor and those providing social services to victims, especially in the informal sector. Moreover, while many coordinating bodies faced challenges in effectively operating or failed to make updates on their activities publicly available. **Eritrea, Saint Vincent and the Grenadines, and Tonga** had no active national coordinating mechanisms to address child labor.

## Policy

Policies to address child labor support governments in developing and prioritizing a roadmap to ensure that children are free from child labor, including work that harms their health, safety, and morals. This is particularly important because many children engaged in child labor are working outside the protection of the law and remain vulnerable to poor working conditions and serious occupational safety and health risks, among other concerns.

This year's report identified several gaps in how child labor policies were prioritized and communicated to other stakeholders, including other government entities, civil society, businesses, and workers' organizations. The majority of policy gaps related to a lack of publicly available information on the status of policy implementation. This suggests that policies were not widely implemented or were inactive. For example, our research was unable to determine whether any activities were undertaken to implement **Comoros'** National Policy for the Protection of Children. Likewise, no updates were available within the reporting period on **Serbia's** Roadmap for Eliminating Abuse of Child Labor.

Additional gaps were identified in the scope of existing policies. For instance, although the Government of **Mauritius** had policies related to the education and health of children, research could not identify any policies designed to address

the worst forms of child labor, such as commercial sexual exploitation. In Yemen, research found no evidence of a government policy on the worst forms of child labor outside of child soldiering. Seventeen countries, including **Algeria, Bhutan, Djibouti, Eswatini, Saint Lucia, and Senegal**, had no policies to address child labor.

## Programs

Social programs can help address child labor by countering factors that both lead to and reinforce systems of poverty, which prevent children from pursuing their education and instead thrust them into work at the expense of their futures. These factors often include, but are not restricted to, limited access to quality education, social protection, and decent work opportunities. Figure 22 presents a global picture and regional analysis of government efforts and challenges.

Despite the importance of social programs in preventing child labor, social programs were insufficient in many countries across all regions. For example, even though primary education may be free in most countries, indirect costs, such as the cost of books and uniforms, may hinder many students from continuing their education, including in **Cambodia, Nigeria, the Philippines, and Togo**. Teacher shortages, lack of sanitation facilities, and the combination of long distances and unreliable transportation between students' homes and schools were also common issues found among all regions, but particularly in Latin America, the Caribbean, and Africa. Children with disabilities, LGBTQI+ youth, girls, and those from indigenous or refugee communities also continued to experience discrimination and other barriers to accessing education. In **Albania**, children from Roma and Balkan-Egyptian families, as well as refugees, encountered discrimination in schools and were

placed in separate classrooms. These children also faced difficulties in accessing social services due to challenges with presenting birth certificates. In addition, in **Costa Rica**, children in rural areas, girls, LGBTQI+ youth, and children from indigenous and Afro-descendant communities faced challenges in accessing education due to discrimination.

Adequate social services for human trafficking survivors, including shelters and specialized services, were limited in many countries. For example, **Nicaragua** lacked shelters and services for male trafficking survivors and survivors with disabilities. In **Maldives**, shelters did not have sufficient funding, human resources, or staff training. Furthermore, in **India**, sexual abuse in shelters was reported, with 40 percent of shelters lacking internal mechanisms, such as staff training and reporting infrastructure, to protect children in their care from physical and sexual abuse.

Accurate data on the prevalence and types of child labor is essential to designing programs that effectively address child labor. However, many countries lack reliable data on child labor or have data that is outdated, non-existent, or not publicly available. These countries include **Armenia, Azerbaijan, Burma, Burundi, Comoros, Fiji, India, Indonesia, Kazakhstan, Lebanon, and Liberia**. The lack of quality data prevents stakeholders from adequately addressing the needs and challenges faced by children at risk of child labor.

These gaps in existing social programs, alongside countries where social programs were non-existent, such as the **British Virgin Islands, the Central African Republic, Djibouti, Guinea, Solomon Islands, and Western Sahara**, mean that the factors that drive children to work at the expense of their futures remain unaddressed.

Figure 22

## Regional Analysis of Government Efforts and Challenges

REGION	EFFORTS	CHALLENGES
<b>Indo-Pacific</b>	<ul style="list-style-type: none"> <li>Collected data to understand the prevalence of child labor and monitored trends of concern, such as commercial sexual exploitation.</li> <li>Strengthened legal protections for children from child labor, including raising the minimum work age.</li> <li>Established policies and social programs for education and decent work opportunities targeting children above the minimum working age.</li> </ul>	<ul style="list-style-type: none"> <li>Failed to publish information on labor law enforcement efforts.</li> <li>Lacked sufficient mechanisms to effectively coordinate responses to child labor.</li> <li>Had limited mechanisms to identify child labor within vulnerable populations, such as migrant communities.</li> </ul>
<b>Europe &amp; Eurasia</b>	<ul style="list-style-type: none"> <li>Adopted new laws that strengthened criminal penalties for violations related to the worst forms of child labor.</li> <li>Established policies to expand education, address truancy, and improve educational access for children of minority communities.</li> <li>Expanded monthly cash transfer programs that support households with children vulnerable to child labor.</li> </ul>	<ul style="list-style-type: none"> <li>Lacked minimum age protections for children working in the informal economy.</li> <li>Lacked financial resources and trained personnel for social centers that respond to child trafficking and other worst forms of child labor.</li> <li>Had social programs that did not reach key sectors in which child labor is prevalent, such as agriculture.</li> </ul>
<b>Latin America &amp; the Caribbean</b>	<ul style="list-style-type: none"> <li>Took measures to address human trafficking of children through new laws, policies, and enforcement activities.</li> <li>Instituted policies and plans of action that sharpen labor enforcement priorities and strengthen agency coordination in responding to child labor cases.</li> <li>Used child labor prevalence and law enforcement data to identify sectors at high risk for child labor.</li> </ul>	<ul style="list-style-type: none"> <li>Lacked a centralized system—or systems—for criminal law enforcement agencies to collect and share data related to the worst forms of child labor.</li> <li>Maintained barriers to education for children of migrant and minority communities.</li> <li>Had gaps in criminal laws that limit protections for various worst forms of child labor, including commercial sexual exploitation and use in illicit activities.</li> </ul>
<b>Middle East &amp; North Africa</b>	<ul style="list-style-type: none"> <li>Strengthened legal protections for children in human trafficking and forced domestic service.</li> <li>Used technological tools to improve labor inspectorate training and responses to cases of child labor.</li> <li>Increased labor law enforcement activity through hiring labor inspectors and more labor inspections.</li> </ul>	<ul style="list-style-type: none"> <li>Lacked prioritization of child labor due to political and economic instability.</li> <li>Had strained social support and educational systems, limiting access for refugees and migrant children.</li> <li>Had weak criminal penalty mechanisms for violations related to the worst forms of child labor.</li> </ul>
<b>Sub-Saharan Africa</b>	<ul style="list-style-type: none"> <li>Collected and published data on the prevalence of child labor.</li> <li>Implemented policy interventions and provided more resources to expand educational access.</li> <li>Took measures to strengthen coordination and support children in child labor.</li> </ul>	<ul style="list-style-type: none"> <li>Experienced increased recruitment of child soldiers resulting from expanded regional conflict.</li> <li>Lacked labor law enforcement measures, including labor inspections, due to resource constraints.</li> <li>Experienced climate emergencies and famines that increased children's vulnerability to the worst forms of child labor and further strained government resources.</li> </ul>

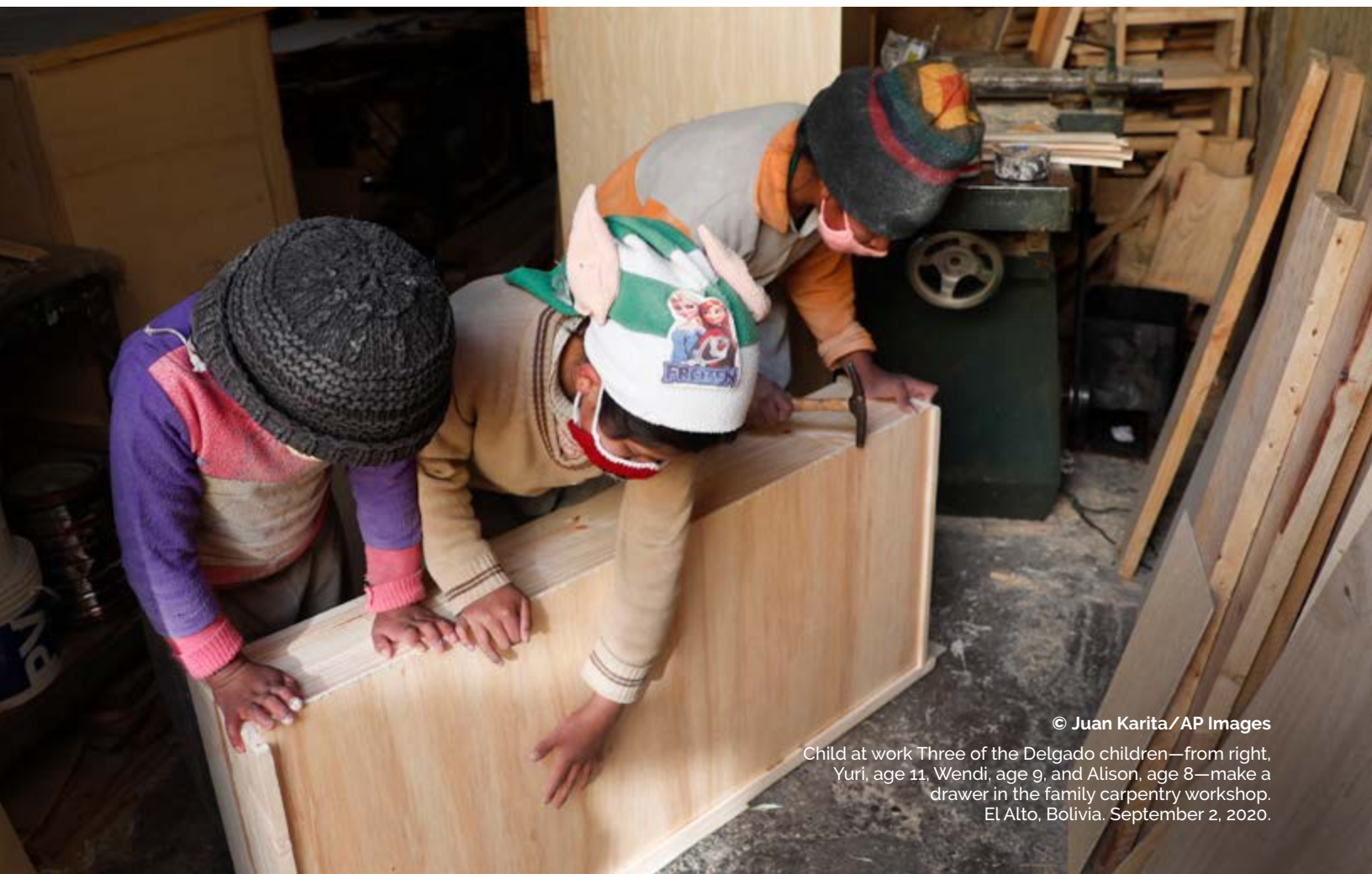


## Call to Action

The alarming reversal in progress in addressing child labor in recent years—with child labor rising to 160 million worldwide in the latest estimates—underscores that progress on this ambitious and essential goal is not guaranteed. (16) Now more than ever in the face of this reversal, stakeholders across government, civil society, the private sector, and workers' and employers' organizations must work together to comprehensively eliminate child labor so that all children can reach their full potential.

This report highlights that while many countries continue to make significant efforts to improve outcomes for children, serious gaps remain in eliminating child labor, including its worst forms. The suggested actions that correspond with the gaps identified throughout this report aim to provide policymakers with a roadmap for action. But these recommendations are not just for policymakers,

but also for companies, donors, human rights organizations, investors, and others who seek to encourage action against child labor by leveraging the influence they have. Together with stakeholders from around the globe, ILAB is working to achieve a world in which decent work, education, and social protection are a reality for all. We are doing this by publishing international reports on child labor and forced labor; designing tools such as the *Better Trade Tool*, which matches ILAB's essential reporting with U.S. import trade data, and *Comply Chain*, which provides a practical, step-by-step guide on critical elements of social compliance; and funding technical assistance and cooperation projects. Through these actions, as well as through our partnerships with various stakeholders, we are working toward a future in which no child will sweat and toil in dangerous mines and sweltering fields but can instead pursue a life of opportunity free from the harms of child labor.



© Juan Karita/AP Images

Child at work Three of the Delgado children—from right, Yuri, age 11, Wendi, age 9, and Alison, age 8—make a drawer in the family carpentry workshop. El Alto, Bolivia. September 2, 2020.



Department of Labor, Alyson Fligg

U.S. Secretary of Labor Marty Walsh joins Congressman Trone in a tour of the Career and Technology Center (CTC) for Frederick County Public Schools in Frederick, MD. October 29, 2021



# The U.S. Experience

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“Together, we can build a world where children are free to learn and achieve their potential. This is what we owe them. And this is our greatest hope for a better tomorrow.”

Marty Walsh, Secretary of Labor  
109th International Labor Conference July 11, 2021

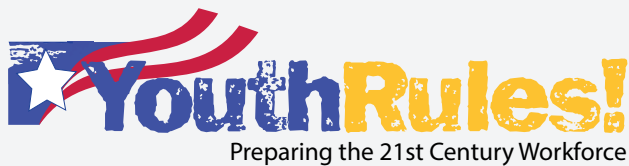
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From the start of 2021, the United States began a powerful worker-centered recovery from the economic shocks of the COVID-19 pandemic. The U.S. economy has created more than 9 million jobs since President Biden took office, and the U.S. has more than fully recovered from pandemic-era job losses. (56) In 2021 alone, the unemployment rate in the U.S. saw its greatest drop since World War II. (57) Record job growth in the leisure and hospitality, manufacturing, transportation, and warehouse sectors has contributed to an unprecedented moment of worker empowerment and engagement. The historic economic recovery under the Biden-Harris Administration has begun to transition into steady, stable growth that continues to provide widespread opportunity to America’s workers and a safety net for children in the United States.

The U.S. Department of Labor has remained focused on empowering all workers to seize opportunities in a growing economy by working to improve job quality and job access across the country. Through our *Good Jobs Initiative*, we are creating good, union and middle-class jobs and fair working conditions for all Americans, including underserved populations, youth, people of color, veterans, and people with disabilities. We are also investing in job training and apprenticeship programs that both increase wages for working families and strengthen our supply chains. In addition, U.S. Department of Labor agencies collaboratively ensure that American workers of all ages enjoy safe and dignified work, key to preventing families from resorting to child labor.

The Wage and Hour Division enforces regulations on legal working age, permissible hours of work, earned wages, and hazardous occupation prohibitions for minor employees. Wage and Hour investigators across the country conduct inspections at workplaces to ensure that labor laws are enforced and working conditions are fair. Many investigations take place in industries that employ workers vulnerable to labor trafficking. As a result, the Wage and Hour Division is often the first federal agency to identify cases of trafficking





## What Jobs Can I Do, If I am...

### 13 or younger?

You can babysit, deliver newspapers, or work as an actor or performer

### 14-15?

You can work in a variety of specified non-manufacturing and non-hazardous jobs under certain conditions

### 16-17?

You can work in any job that has not been declared hazardous by the Secretary of Labor

For more information on the specific jobs you can and can't do, visit:  
[www.youthrules.gov/know-the-limits](http://www.youthrules.gov/know-the-limits)

To Find Out More:

Visit [youthrules.dot.gov](http://youthrules.dot.gov) or Call 1-866-4US-WAGE

in persons and refer these cases to criminal law enforcement agencies. Through its *YouthRules!* initiative, the Wage and Hour Division also provides information to young workers, parents, educators, and employers to safeguard the rights of workers under the age of 18 and help ensure that their work experiences are legal, safe, and do not disrupt their education. The Occupational Safety and Health Administration ensures safe and healthy working conditions by setting standards to reduce and eliminate workplace hazards. Finally, the Bureau of Labor Statistics measures labor market activity, working conditions, price changes, and production in the U.S. economy to support private and public decision making. The Bureau of Labor Statistics also conducts research and publishes reports on youth employment trends.

## The Federal Minimum Ages for Work

The *Fair Labor Standards Act (FLSA)* guarantees basic rights and protections to ensure the safety and well-being of child workers. The child labor regulations of the FLSA are designed to ensure children's educational opportunities are not harmed by early employment and to prohibit children's employment in jobs that are detrimental to their health and safety. The FLSA includes restrictions on the maximum number of hours children can work when school is and is not in session, the times of day children can work, and types of work children under the age of 16 may legally perform.

The FLSA and its implementing regulations have established the following standards:

- A minimum age of 14 for most employment in non-hazardous, non-agricultural industries, and limits on the times of day, number of hours, and tasks that can be performed by 14- and 15-year-olds.



Department of Labor, Alyson Fligg

U.S. Secretary of Labor Marty Walsh visits the Latin American Youth Center Career Academy (LAYCCA) in Washington, DC. October 14, 2021.

- A minimum age of 18 for employment in hazardous occupations as deemed by the Department's issuance of 17 non-agricultural Hazardous Occupations Orders.
- Exceptions for agricultural and non-agricultural employment. For example, the FLSA does not restrict the work that 16- and 17- year-olds may perform in agricultural employment, and it

permits youth under the age of 14 to work in non-hazardous agricultural employment outside school hours with parental approval.

All states have child labor standards and mandatory school attendance laws. When state and federal child labor standards differ, the rule that provides the most protections for the young worker is the one that must be followed.

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"The Fair Labor Standards Act's youth employment regulations exist to ensure youths' jobs and work hours do not jeopardize their safety, well-being, or educational opportunities...Employers can prevent violations from occurring in the first place if they know, understand, and comply with the FLSA's child labor, wage, and recordkeeping requirements." (63)

Wage and Hour District  
Director Steven McKinney  
December 16, 2021

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Figure 23

## Wage and Hour Division Rigorously Enforces the Fair Labor Standards Act, including Child Labor Laws

### Fiscal Year 2021 Enforcement Data

Number of Minors Employed in Violation of the FLSA's Child Labor Requirements: 2,819

Number of Minors Employed in Violation of Hazardous Occupations Orders: 545



Total Penalties Imposed for Child Labor Violations: \$3 million in civil money penalties

*More specific information about each of these cases can be found in the WHD's enforcement database at [dol.gov/DataEnforcement](https://dol.gov/DataEnforcement) and WHD's website at [dol.gov/WHDFiscalYearData](https://dol.gov/WHDFiscalYearData)*



There were 2,080,000 youth, ages 16 to 17, employed in the United States in 2020, and 2,243,000 employed in 2021. Despite the restrictions and limitations placed on youth work, in 2021, the most recent year for which data are available, there were two fatal occupational injuries in the United States among youth ages 16 to 17, and one fatal occupational injury among youth below the age of 16.

## Wage and Hour Division

The Wage and Hour Division (WHD) determines an employer's status of compliance with the FLSA's child labor regulations in every investigation conducted. In FY 2021, WHD found child labor violations in 747 cases. In 208 of these cases, violations of hazardous occupations orders were specifically identified. In total, the WHD found 2,189 minors employed in violation of the FLSA's child labor requirements, with nearly 545 of them employed in violation of hazardous occupation orders (see Figure 23).

In Clarksburg, Tennessee, WHD found that Clarksburg Supermarket violated hazardous child

labor requirements of the FLSA by allowing minors under the age of 18 to operate power-driven meat processing machines. WHD assessed a \$65,289 penalty under the Child Labor Enhancement Penalty Program. In New Hampshire, the owners of LaBelle Winery and Americus LaBelle Winery paid \$22,803 in civil penalties for violating the FLSA by allowing 33 employees under the age of 16 to work more hours than allowed by law. And in San Diego, a McDonald's franchisee agreed to pay \$25,920 in civil penalties after a WHD investigation found that three of their franchises employed minors in hazardous work. The franchise owners also agreed to ensure additional training and oversight for managers and employers at their 10 locations to prevent future FLSA violations. (58; 63; 118)

In addition to its rigorous enforcement efforts, WHD aims to prevent violations from occurring in the first place by educating employers, workers, and the public about federal child labor law compliance. In response to an increase in violations of child labor laws in the food services industry, in February 2022, WHD hosted trainings on federal laws governing



Department of Labor, Luke Sharrett

U.S. Secretary of Labor Marty J. Walsh stands for a photo with student participants of a roundtable discussion at an Academies of Louisville apprenticeship event at Doss High School in Louisville, Kentucky. September 15, 2021.

youth employment for restaurant employers, minor age workers and their parents, school representatives, and other interested stakeholders. WHD's *YouthRules!* website provides compliance toolkits and answers to a range of questions. *WHD online resources* make available to contracting agencies, contractors, unions, workers, and others Fact Sheets, FAQs, on-demand video training, Power Point Presentations, and extensive information on all laws enforced by the agency, including information about regularly scheduled seminars on prevailing wage requirements, to ensure that federal dollars support good jobs and dignified work. (59)

The agency also recently launched a free Timesheet App for Android mobile device users that allows employers and employees to track their hours of work and calculate wages due. The app can empower young workers to ensure they are receiving the wages they are due or get assistance if a dispute arises.

In March 2022, during National Farmworkers Awareness Week, WHD hosted a 3-day virtual seminar, "Nourishing Equity and Cultivating Compliance," for agricultural workers and stakeholders. The seminar addressed key agency priorities including child labor, equity, retaliation, and human trafficking in the agricultural sector, and covered several laws enforced by WHD, including the Migrant and Seasonal Worker Protection Act, the agricultural and child labor provisions of the FLSA, and regulations affecting workers employed under the H2A visa program. WHD investigators recently played a crucial role in Operation Blooming Onion, a multiagency investigation of H-2A visa fraud, forced labor, and human trafficking of agricultural workers on farms in southern Georgia (see Box 18 for more information). The investigation exposed the horrors of human trafficking as it exists even in the U.S. and highlighted the pernicious exploitation of the essential agricultural workforce.

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Summer and seasonal work offers young people a unique opportunity to get valuable workplace experience while earning money, but it should never come at the expense of their education or safety. Employers who hire youth-aged workers are obligated to comply with federal child labor laws to ensure the experience is safe and beneficial for workers.

Acting Wage and Hour Administrator Jessica Looman  
Portland, Oregon, May 17, 2022  
(Release Number: 22-905-SAN)

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## Employment and Training Administration

The Employment and Training Administration (ETA) provides workforce training and development programs to remove barriers to good jobs and improve economic mobility for all Americans. ETA programs include Registered Apprenticeship Programs, *YouthBuild*, *Job Corps*, *Reentry Employment Opportunities*, and the *Workforce Innovation and Opportunities Act (WIOA Youth Formula Program)*. These programs seek to

empower historically disadvantaged populations, including women, people of color, and youth, by providing them with work-ready skills and pathways to industry accreditation.

In 2022, for example, ETA awarded more than \$90 million in YouthBuild grants to provide young adults ages 16 to 24 with education and training to expand the clean energy workforce. These grants will teach young adults who are not currently in school or in the workforce in-demand construction skills focused on green building techniques, including weatherization processes, use of sustainable building materials,

## Box 18

## Operation Blooming Onion: Human Trafficking and Forced Labor in the United States

The Department of Labor has a mandate to directly address labor exploitation through enforcement of civil laws. Its investigators play a crucial role in identifying for law enforcement partners cases of trafficking in persons, which is a criminal offense. Investigators from the Wage and Hour Division worked alongside the FBI, the U.S. Postal Service, and the U.S. Departments of State and Homeland Security in Operation Blooming Onion. This was a multi-year investigation of human trafficking of workers from Mexico and Central America to farms in southern Georgia, where the workers were subjected to forced labor. On November 22, 2021, as a result of this interagency investigation, the U.S. Department of Justice indicted 24 defendants on felony charges, including document fraud, forced labor, and human trafficking. (60)

A transnational criminal organization run by Maria Leticia Patricio, referred to in the indictments as Patricio TCO, used the H-2A visa program to engage in labor trafficking. The H-2A visa program allows U.S. employers to bring foreign nationals into the United States to temporarily fill agricultural jobs. (61) From 2015, Patricio and her network used multiple registered agricultural organizations to file fraudulent petitions seeking to bring over 71,000 foreign nationals into the U.S. to work for farm labor contractors that provided labor to farms.

Under the H-2A visa program, the sponsor is required to pay visa fees and cover the costs of transportation, lodging, meals, and border crossing fees. (60) Patricio TCO members and associates, however, illegally demanded that workers pay these costs along with other illegal recruitment fees. (61) In addition to these illegal costs, workers were subjected to other forms of deception. They were not paid promised wages, or their wages were garnished to pay off artificially inflated debts unlawfully levied by Patricio TCO members and associates. The traffickers sold and traded workers, transferring them to sites of employment other than where they had been recruited to work. (61) Traffickers also extracted forced labor through the menace of penalty. Once in the United States, traffickers confiscated workers' passports and locked workers in unsanitary and degrading living conditions at the worksites. Traffickers threatened workers with violence and deportation. At times, these threats manifested in sexual and physical violence. (62)

The rural locations of the farms, language barriers, lack of communication, fear, intimidation, and threats further isolated workers, making it more difficult for them to seek help from authorities. The defendants made over \$200 million from their illegal operations, which they laundered through casinos and by purchasing land, homes, vehicles, cashier's checks, and businesses.

Operation Blooming Onion is one of the largest human trafficking and visa fraud investigations in U.S. history. Because of the investigation, over 100 people were removed from situations of modern-day slavery. (62) All indicted individuals are presumed innocent unless and until proven guilty in court.

and solar panel installation. (64) Also in 2022, ETA awarded \$43 million in Growth Opportunities grants (part of the Reentry Employment Opportunities Program) to 14 NGOs and one Native American

tribe for career exploration, job training, paid-work experiences, conflict resolution skills, mentorship, and supportive services to justice-involved young people. (65)

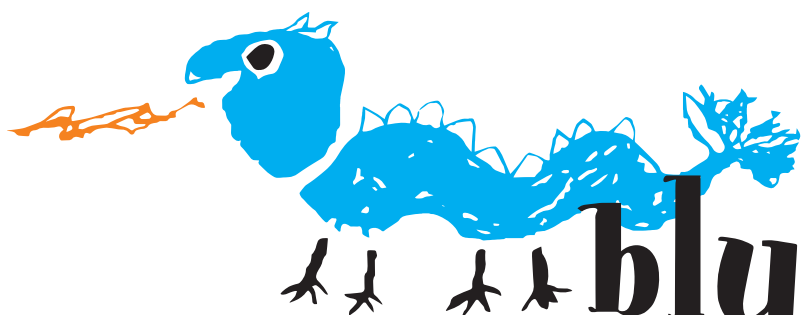


# About the Iqbal Masih Award



The United States Congress established the Iqbal Masih Award for the Elimination of Child Labor in 2008 to recognize exceptional efforts by an individual, company, organization, or national government to end the worst forms of child labor. The award reflects the spirit of Iqbal Masih, a Pakistani child sold into bonded labor as a carpet weaver at age 4. He escaped his servitude at age 10 and became an outspoken advocate of children's rights, drawing international attention to his fight against child labor.. Iqbal was killed in Pakistan in 1995 at the age of 12, as he continued to call for an end to child labor. Further information about the Iqbal Masih Award and USDOL's efforts to combat child labor is available on the USDOL website at [www.dol.gov/Iqbal](http://www.dol.gov/Iqbal)

In 2022, the U.S. Secretary of Labor selected Blue Dragon Children's Foundation, a non-governmental organization working in Vietnam, to receive the Iqbal Masih Award in recognition of their extraordinary efforts to combat the worst forms of child labor.



# blue dragon

## CHILDREN'S FOUNDATION

Blue Dragon Children's Foundation has been working to end human trafficking in Vietnam for nearly 20 years. The organization is a leader in supporting trafficking survivors, partnering with government, and creating safe spaces for vulnerable youth. Blue Dragon has rescued over 1,000 children and adults from human trafficking and has sent nearly 6,000 children back to school and training. The organization also works closely with local law enforcement and the Government of Vietnam to

identify offenders and interrupt trafficking rings within Vietnam and abroad. In addition to their work to combat human trafficking, Blue Dragon provides shelter, education, and family reunion to homeless children, as well as helping disadvantaged and street children stay in school. Blue Dragon stands at the vanguard for progress to end the worst forms of child labor and has been recognized globally for their work and commitment to ending exploitation.



Blue Dragon—Survivors in art therapy.





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Venezuelan migrant children draw at the UNICEF child-friendly space at Rondon 3 Shelter. Boa Vista, Brazil. January 8, 2020.



## Appendix 1

# Acronyms and Abbreviations

<b>AF</b>	Sub-Saharan Africa
<b>AGOA</b>	African Growth and Opportunity Act
<b>CEACR</b>	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
<b>DHS</b>	Demographic Health Survey
<b>EAPCCO</b>	Eastern Africa Police Chiefs Cooperation Organization
<b>ECOWAS</b>	Economic Community of West African States
<b>ECPAT</b>	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
<b>EFA</b>	Education for All
<b>EU</b>	European Union
<b>EUR</b>	Europe and Eurasia
<b>FLSA</b>	Fair Labor Standards Act
<b>GDP</b>	Gross Domestic Product
<b>GSP</b>	Generalized System of Preferences
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
<b>IDB</b>	Inter-American Development Bank
<b>IDP</b>	Internally Displaced Persons
<b>ILAB</b>	Bureau of International Labor Affairs
<b>ILO</b>	International Labor Organization
<b>ILO C. 29</b>	International Labor Organization Convention No. 29: Convention Concerning Forced or Compulsory Labor, commonly known as the "Forced Labor Convention"
<b>ILO C. 138</b>	International Labor Organization Convention No. 138: Convention Concerning Minimum Age for Admission to Employment, commonly referred to as the "Minimum Age Convention"
<b>ILO C. 182</b>	International Labor Organization Convention No. 182: Convention Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the "Worst Forms of Child Labor Convention"
<b>ILO R. 190</b>	International Labor Organization Recommendation No. 190: Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the "Worst Forms of Child Labor Recommendation"
<b>IMF</b>	International Monetary Fund
<b>INTERPOL</b>	International Criminal Police Organization
<b>IOM</b>	International Organization for Migration
<b>IP</b>	Indo-Pacific
<b>LAC</b>	Latin America and the Caribbean
<b>LFS</b>	Labor Force Survey

<b>LGBTQI+</b>	Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex
<b>LSMS</b>	Living Standards Measurement Survey
<b>MENA</b>	Middle East and North Africa
<b>MERCOSUR</b>	Common Market of the South (America); full members include Argentina, Brazil, Paraguay, Uruguay, and Venezuela (membership currently suspended)
<b>MOU</b>	Memorandum of Understanding
<b>NGO</b>	Non-Governmental Organization
<b>OAS</b>	Organization of American States
<b>OCFT</b>	Office of Child Labor, Forced Labor, and Human Trafficking
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>OSHA</b>	Occupational Safety and Health Administration
<b>Palermo Protocol</b>	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>SDG</b>	Sustainable Development Goals
<b>SIMPOC</b>	Statistical Information and Monitoring Program on Child Labor
<b>TDA</b>	Trade and Development Act
<b>TVPRA</b>	Trafficking Victims Protection Reauthorization Act
<b>UCW</b>	Understanding Children's Work
<b>UK</b>	United Kingdom
<b>UN</b>	United Nations
<b>UN CRC</b>	United Nations Convention on the Rights of the Child
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Program
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>USAID</b>	U.S. Agency for International Development
<b>USDOJ</b>	U.S. Department of Justice
<b>USDOL</b>	U.S. Department of Labor
<b>USDOS</b>	U.S. Department of State
<b>USHHS</b>	U.S. Department of Health and Human Services
<b>WFP</b>	World Food Program
<b>WHD</b>	Wage and Hour Division
<b>WHO</b>	World Health Organization



© Angelica Vergara/UNICEF/UN0271778

Children from a caravan of Central American migrants play at a UNICEF-supported child-friendly space in Jesús Martínez 'Palillo' Stadium, a temporary shelter. Mexico City, Mexico, November 7, 2018.



## Appendix 2

# Definitions Related to Child Labor and Forced Labor

Definitions related to child labor are guided by ILO C. 138 on Minimum Age and ILO C. 182 on Worst Forms of Child Labor. ILO's Resolution Concerning Statistics of Child Labor, developed during the 18th International Conference of Labor Statisticians (ICLS), and amendments made during the 20th ICLS provide the international framework for measuring children's work. See Appendix 10 for additional definitions.

## *Working Children*

Per the Resolution Concerning Statistics of Child Labor developed during the 18th ICLS, working children are those engaged in any productive activity for at least 1 hour during the reference period. Productive activity includes market production and certain types of non-market production, principally the production of goods and services for their families' use. The 20th ICLS introduced changes to the definition of working children to align that definition with internationally accepted definitions of work for adults. The new definition classifies working children as those engaged in any activity to produce goods or to provide services for use by others or for their own use. In summary, the new definition includes the production of additional types of services for family use, unpaid trainee work by children, volunteer work by children, and other work activities by children. Since most countries are in the process of adapting survey instruments to reflect this new definition, the definition of working children from the 18th ICLS Resolution has been used in this report. The work that children perform may be within the formal or informal economy, inside or outside of family settings, whether paid or unpaid. This includes

children working in domestic service outside the child's own household for an employer, paid or unpaid. (67; 68)

## *Child Labor*

Child labor is a subset of working children and is work below the minimum age for work, as established in national legislation that conforms to international standards. The definition includes the worst forms of child labor. Child labor is a subset of working children because child labor excludes children who work limited hours per week in permitted light work and those who are above the minimum age who engage in work not classified as a worst form of child labor. (67; 68)

## *Worst Forms of Child Labor*

The term "worst forms of child labor" refers to activities described and as understood in ILO C. 182. (5) Under Article 3 of the Convention, the worst forms of child labor comprise the following activities:

- All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- The use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes;
- The use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; and
- Work which, by its nature or the circumstances under which it is carried out, is likely to harm the health, safety, or morals of children.

### *Categorical Worst Forms of Child Labor*

For this report, the term “categorical worst forms of child labor” refers to child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182. This category does not include the worst forms of child labor identified under Article 3(d) as “hazardous work.” (5)

### *Hazardous Work*

The term “hazardous work” refers to the worst form of child labor identified in ILO C. 182, Article 3(d), “work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.” ILO C. 182, Article 4, directs countries to consult with employers and workers to identify the types of hazardous work that should be prohibited by law or regulation. Hazardous work lists may describe specific activities, occupations, industries, or conditions. (5)

### *Forced Labor*

Forced labor, under international standards, is defined as all work or service that is exacted from any person under the menace of any penalty and for which the worker does not offer themselves voluntarily. (69) Forced labor is work obtained by force, fraud, or coercion, including (1) by threat of serious harm to, or physical restraint against, any person; (3) by means of any scheme, plan, or pattern intended to cause the person to believe that if the person did not perform such labor or services, the person or another person would suffer serious harm or physical restraint; or (2) by means of the abuse or threatened abuse of law or the legal process. (71) Circumstances that may give rise to involuntary work, when undertaken under deception or uninformed, include, *inter alia*, unfree recruitment at birth or through transaction such as slavery or bonded labor; situations in which the worker must perform a job of a different nature from that specified during recruitment without their consent; abusive requirements for overtime or on-call work that were not previously agreed to with the employer; work in hazardous conditions to which the worker has not consented, with or without

compensation or protective equipment; work with very low or no wages; degrading living conditions imposed by the employer; work for other employers than agreed to; work for a longer period of time than agreed to; and work with no or limited freedom to terminate the work contract. (71)

### *Slavery and Practices Similar to Slavery*

Slavery is the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised. (72) Practices similar to slavery includes:

- Debt bondage—the status or condition arising from a pledge by a debtor of his personal services or of those of a person under his control as security for a debt, if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined;
- Serfdom is defined as the condition or status of a tenant who is by law, custom or agreement bound to live and labor on land belonging to another person and to render some determinate service to such other person, whether for reward or not, and is not free to change his status;
- Forced or compulsory labor. (73)

### *Forced Child Labor*

Forced child labor is a categorical worst form of child labor under ILO C. 182. (5) Children are in forced child labor if subjected to work under the threat or menace of penalty. Children older than the minimum age for work are in forced child labor if work is involuntary and they are under the menace of penalty. For children younger than the minimum age, involuntariness does not need to be established because children under the minimum age cannot legally consent to work. Forced child labor also includes work performed with or for the child's parents for a third party under the threat or menace of any penalty directly applied to the child or parents. All children who are made to work as a result of parental forced labor are engaged in forced child labor. (74)

## Appendix 3

# ILO Instruments Related to Child Labor and Forced Labor

The ILO brings together government, employer, and worker representatives of member states to establish and supervise the implementation of international labor standards and develop policies and implement programs to advance decent work. (75) International labor standards are legal instruments drawn up by these ILO constituents that set out basic principles and rights at work. They can take the form of either conventions, protocols, or recommendations. Conventions and protocols are international treaties that are legally binding on ratifying member states. Ratifying countries commit themselves to implementing the convention or protocol in national law and practice, and reporting on its application at regular intervals. Recommendations are non-binding and provide guidelines for action, either as a complement to a convention or as a stand-alone instrument. The following paragraphs describe key ILO instruments related to child labor and the minimum ages set by countries related to these instruments.

## *ILO Convention No. 138: Minimum Age for Admission to Employment, 1973*

ILO C. 138 establishes that the minimum age of admission into employment or work in any occupation "shall not be less than the age of completion of compulsory schooling, and, in any case, shall not be less than fifteen" (Article 2(3)). Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the Convention. In addition, Article 7(1) says that national laws or regulations may permit the employment or work of children ages 13 to 15 years if for light work. Countries that specify a minimum legal working age of 14 may permit light work for children ages 12 to 14. (76)

## *ILO Convention No. 182: Worst Forms of Child Labor, 1999*

ILO C. 182 defines the worst forms of child labor and requires ratifying countries to take immediate action to secure the prohibition and elimination of the worst forms of child labor for persons under age 18.

Among other actions, ILO C. 182 requires ratifying countries to take effective and timebound measures to prevent the engagement of children in the worst forms of child labor; help remove children from the worst forms of child labor and provide for their rehabilitation and social integration; ensure that children removed from the worst forms of child labor have access to free basic education and, wherever possible and appropriate, vocational training; identify and reach out to children at special risk; take into account the special situation of girls; consult with employer and worker organizations to create appropriate mechanisms to monitor implementation of the convention; and assist one another in implementing the convention. (5)

## *Worst Forms of Child Labor Recommendation No. 190, 1999*

Recommendation No. 190 supplements ILO C. 182 and provides non-binding practical guidance in applying the Convention. Among other provisions, it includes a list of working conditions and types of work that should be considered when determining what comprises hazardous work.

## *ILO Convention No. 29: Forced Labor, 1930*

ILO C. 29 prohibits all forms of forced or compulsory labor, which is defined as "all work or service which is exacted from any person under the menace of any penalty and for which the person has not offered himself voluntarily." (69)



## *ILO Convention No. 105: Abolition of Forced Labor Convention, 1957*

ILO C. 105 prohibits forced or compulsory labor as a means of political coercion or education, or as a punishment for holding or expressing political views or views ideologically opposed to the established political, social, or economic system; as a method of mobilizing and using labor for economic development; as a means of labor discipline; as a punishment for having participated in strikes; and as a means of racial, social, national, or religious discrimination. (77)

## *Protocol of 2014 to the Forced Labor Convention, 1930*

The Forced Labor Protocol reaffirms the forced labor definition in ILO C. 29. It requires ratifying countries to take effective measures to prevent and

eliminate forced and compulsory labor, to sanction perpetrators, and provide victims with protection and access to appropriate remedies, such as compensation. It also requires ratifying countries to develop a national policy and plan of action to address forced or compulsory labor in consultation with employers' and workers' organizations. (78) The Protocol supplements ILO C. 29; as such, only ILO member states that have ratified the convention can ratify the protocol.

## *Forced Labor (Supplementary Measures) Recommendation No. 203, 2014*

Recommendation No. 203 provides non-binding practical guidance in the areas of prevention, protection of victims and ensuring their access to justice and remedies, enforcement, and international cooperation. It supplements both the protocol and the convention. (79)



## Appendix 4

## How to Read a TDA Country Profile

**Country Overview:** Each country profile begins with an overview for 2021 in a single paragraph, starting with a statement identifying the assessment level assigned to the country for 2021. Following the statement of assessment, the paragraph offers a summary of key findings in the country profile. The narrative includes any meaningful efforts taken by a government, defined as efforts in key areas where the government advanced its commitments to eliminate the worst forms of child labor. The narrative also notes the most common or egregious forms of child labor found in the country and highlights areas in which key gaps in government efforts remain.

**Section I: Prevalence and Sectoral Distribution of Child Labor:** The first section of each country profile attempts to provide, to the extent that information is available, a comprehensive picture of the worst forms of child labor in the country.

**Table 1, Statistics on Children's Work and Education,** contains at least four variables: percentage of working children, school attendance rate, percentage of children combining work and school, and primary completion rate. A majority of the country profiles have data for at least one of these variables. A smaller set of profiles contains data on children's work by sector. The age and methodologies of the original surveys that provide the underlying data vary, and in some cases, the surveys may not reflect the true magnitude of the child labor problem in the country.

**Table 2, Overview of Children's Work by Sector and Activity,** groups types of children's work by sector, using categories established by the ILO and Understanding Children's Work for national child labor surveys (Agriculture, Industry, and Services), and a category intended to capture work understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182, referred to by the report as "Categorical Worst Forms of Child Labor." Sectors and specific activities performed by children are sorted into these categories according to internationally accepted industry and occupational codes.

The first table note identifies sectors or activities determined to be hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182, and the second table note provides the definition of Categorical Worst Forms of Child Labor.

The table is followed by a narrative highlighting additional sector-specific information and social, economic, or political issues that affect the prevalence of child labor, such as barriers to accessing education, or major socio-economic shocks to the country that may inhibit the government's ability to address child labor, such as a natural disaster or armed conflict.

*In 2021, Mexico made moderate advancement in efforts to eliminate the worst forms of child labor. The government carried out 5,000 more labor inspections compared to the previous year and established a new voluntary labor reporting system for businesses to confirm compliance with the Labor Code. The Commission on the Rights of Refugee and Migrant Children and Adolescents also published a report on its activities during the year aiming to ensure the best interests of migrant and refugee children, including unaccompanied minors. Additionally, the government published and implemented the National Program for Children and Adolescents 2021–2024, and the Benito Juárez Wellbeing National Scholarship Program reached 9.8 million students. However, children in Mexico are subjected to the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and in illicit activities, such as the production and trafficking of drugs. Children also perform dangerous tasks in agriculture, including in the production of chile peppers, coffee, sugarcane, and tomatoes. In 2021, the government eliminated many social programs that increased educational access and reduced risk for child labor in marginalized communities. Although nearly 60 percent of all employment in Mexico occurs in the informal sector, federal and some state-level labor inspectors carry out inspections in the informal sector only after receiving formal complaints. In addition, labor and criminal law enforcement agencies lacked human and financial resources and the government published limited information on its labor and criminal law enforcement efforts. Social programs to eliminate child labor also do not address all relevant sectors in which child labor is found in Mexico.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mexico are subjected to the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking, and in illicit activities, such as the production and trafficking of drugs. (1-4) Children also perform dangerous tasks in agriculture, including in the production of chile peppers, coffee, sugarcane, and tomatoes. (5,6) Table 1 provides key indicators on children's work and education in Mexico.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	4.0 (866,293)
Attending School (%)	5 to 14	97.5
Combining Work and School (%)	7 to 14	4.4
Primary Completion Rate (%)		102.5

Source for primary completion rate: Data from 2019, published by UNESCO Institute for Statistics, 2022. (9)

Source for all other data: International Labor Organization's analysis of statistics from Instituto Nacional de Estadística y Geografía (INEGI), Encuesta Nacional de Trabajo Infantil (ENTI), 2019. (10)

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working in agriculture, <sup>†</sup> including in the production of avocados, beans, chile peppers, coffee, cotton, cucumbers, eggplants, beans (green), guayabas, melons, nuts, onions, pineapples, sugarcane, tobacco, <sup>‡</sup> and tomatoes (5-6, 11-18) Cattle raising (19)

<sup>†</sup> Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

<sup>‡</sup> Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

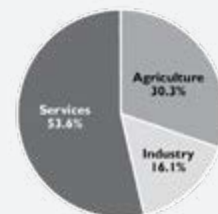
In 2021, reports suggest that almost 850,000 children did not continue their basic education. This includes 656,000 students who did not transition from elementary school to lower secondary school. (46,47) Government reports also show that at least 1,200 schools closed between 2020 and 2021. In addition, students reported difficulty accessing distance learning programs as at least half of Mexican households do not have computers or Internet access, while 80 percent of indigenous or rural households lacked computers or Internet access. (47,48) The lack of access to education and school abandonment leaves children more vulnerable to the worst forms of child labor. (4,17,49,50)

## Mexico

MODERATE ADVANCEMENT



**Figure 1. Working Children by Sector, Ages 5-14**





## Section II: Legal Framework for Child Labor

The second section indicates whether a country has ratified key international instruments related to child labor and assesses whether a country's legal framework meets international standards. This section begins with a statement about the extent to which the government has ratified key international conventions concerning child labor.

**Table 3. Ratification of International Conventions on Child Labor**, lists the relevant UN conventions concerning child labor. A checkmark indicates the country's ratification, acceptance, accession, to the instrument, considering that these actions have the same practical legal effect regarding the substantive obligations of the instrument as ratification. If other relevant international instruments, beyond those listed in the table, were ratified during the reporting period, this may be recognized in a short narrative following the table.

A statement above **Table 4, Laws and Regulations on Child Labor**, indicates whether the government's laws and regulations related to child labor meet ILO C. 138 and C. 182, or whether gaps exist in the legal framework to adequately protect children from child labor.

**Table 4** lists each of the relevant legal standards and notes which laws meet and do not meet international standards. Notes under Table 4 identify whether a government does not use conscription for military service, whether a government does not have a standing military, and whether an age is calculated based on available information.

The table is followed by a narrative describing any relevant laws that the government enacted or advanced to a significant step in the legislative process during the reporting period. If the government failed to take action on an existing draft bill that would fill a gap in the legal framework related to child labor, this also may be noted. The narrative also discusses why existing laws do not meet international standards.

## Section III: Enforcement of Laws on Child Labor




The third section describes the roles of government agencies in enforcing laws related to child labor and reports on efforts made during the reporting period. It begins with a statement about whether the government has established institutional mechanisms to enforce laws and regulations on child labor (Table 5), notes whether gaps exist within the authority or operations of the ministries responsible for law enforcement, or whether enforcement data are missing.

**Table 5, Agencies Responsible for Child Labor Law Enforcement**, lists the agencies charged with enforcing such laws and identifies each agency's role. A table note identifies whether an agency responsible for child labor enforcement was created during the reporting period. A subsequent narrative describes gaps in agency responsibilities or new information during the reporting period.

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mexico has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government's laws and regulations are in line with relevant international standards (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards	Age	Legislation
Minimum Age for Work	Yes	15	Article 123 of the Constitution; Article 22 bis of the Labor Code; Article 47 of the Law on the Rights of Children and Adolescents; Article 6 of the General Law on Education (16,88-90)
Minimum Age for Hazardous Work	Yes	18	Article 175 of the Labor Code (16)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes		Articles 175 and 176 of the Labor Code (16)
Prohibition of Forced Labor	Yes		Articles 1 and 5 of the Constitution; Articles 11, 12, and 22 of the Trafficking in Persons Law; Article 47 of the Law on the Rights of Children and Adolescents (88,89,91)
Prohibition of Child Trafficking	Yes		Article 10 of the Trafficking in Persons Law; Article 47 of the Law on the Rights of Children and Adolescents (89,91)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 202–205 of the Federal Penal Code; Articles 13 and 18 of the Trafficking in Persons Law; Article 47 of the Law on the Rights of Children and Adolescents (89,91,92)

In April 2022, Mexico enacted a reform to the Labor Code that would permit children as young as 15 to work in some agricultural employment. Previously, Article 176 of the Labor Code deemed work in agriculture, hunting and fishing as hazardous and, accordingly, prohibited children under the age of 18 from engaging in this kind of work. (16,65,66,95) The reform qualified the language in Art. 176 to prohibit minors from engaging in these activities while using chemicals, handling machinery, operating heavy vehicles, and carrying out other tasks as determined by the competent authority. The STPS has 180 days after the entry in force of the reform to classify activities in Art. 176 and determine which activities would be lower risk and thus permissible for minors. (65,66,95) Proponents of the reform state that permitting minors to work in low-risk agricultural activities may create formal employment opportunities in rural areas. (17,66,67) However, critics suggests that the reform may jeopardize the health and safety of children by exposing them to the hazards and extreme conditions involved in agricultural work. Others view the reform as a setback for child labor protections and note that the reform lacks corresponding mechanisms and resources for ensuring labor law

## III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established relevant institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of enforcement agencies that may hinder adequate enforcement of child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Secretariat of Labor and Social Welfare (STPS)	Leads efforts to enforce child labor laws, conduct labor inspections, and refer cases for investigation. The Federal Prosecutor for the Defense of Work, an independent entity under STPS, prosecutes cases in which workers' rights are violated, including cases with workers under age 18. (16,99-104) The STPS Inspectorate is responsible for labor law enforcement in 22 industrial sectors under federal jurisdiction, including the sugar and tobacco industries, 3 types of enterprises, and labor matters affecting 2 or more states. The state-level labor inspectorates are responsible for labor law enforcement in all other situations. (16,88,105)
Attorney General of the Republic (FGR)	Prosecutes crimes involving human trafficking, including criminal violations related to child trafficking and other worst forms of child labor. The FGR's Specialized Unit for Crimes against Women and Trafficking in Persons (FEVIMTRA) and the Specialized Unit on Trafficking in Minors, People, and Organs are responsible for investigating and prosecuting human trafficking cases at the federal level. (4,104,106-109) In addition, all 32 states have specialized trafficking in persons prosecutors or units, which are responsible for investigating and prosecuting cases of human trafficking at the state level. Some state trafficking in persons units or prosecutors also prosecute cases of gender-based violence. (32,64,110,111) Federal and state trafficking in persons units receive some cases of child trafficking from the National Institute of Migration and the Mexican Commission for Refugee Assistance. (80,83,112-115)



Table 6 and Table 7 provide data on labor law and criminal law enforcement efforts from the current and previous reporting years.

**Table 6, Labor Law Enforcement Efforts Related to Child Labor**, provides information on labor law enforcement data, including information about the labor inspectorate's financial and human resources; authority to conduct inspections and assess penalties; and actions and mechanisms to enforce labor laws, including those related to child labor.

**Table 7, Criminal Law Enforcement Efforts Related to Child Labor**, provides information on criminal law enforcement data, including information about actions and mechanisms to enforce laws related to the worst forms of child labor.

Notes under each table identify whether the data included in the tables fall outside of the calendar year. A narrative follows each of these tables with more specific information on government mechanisms and efforts and includes findings in which ILAB has concluded that government efforts fall short.

**Section IV: Coordination of Government Efforts on Child Labor.** The fourth section provides information on institutions charged with coordinating efforts related to child labor. It begins with a statement indicating whether the government has established mechanisms to coordinate its efforts to address child labor, and whether any gaps exist that hinder the effective coordination of efforts to address child labor.

**Table 8, Key Mechanisms to Coordinate Government Efforts on Child Labor**, lists the country's key coordinating bodies; their composition, if known; and their respective mandates, as well as their efforts during the reporting period. A table note states whether a mechanism to coordinate efforts to address child labor was created during the reporting period. A subsequent narrative may include findings on gaps in their efforts.

**Section V: Government Policies on Child Labor.** The fifth section describes a country's policies and plans to combat child labor and the development of policies that explicitly incorporate the issue of child labor. It begins with a statement indicating whether the government has established policies related to child labor, and whether policy gaps exist that hinder efforts to address child labor.

### Labor Law Enforcement

In 2021, labor law enforcement agencies in Mexico took actions to address child labor (Table 6). However, gaps exist within the operations of the Secretariat of Labor and Social Welfare (STPS) that may hinder adequate labor law enforcement, including insufficient human and financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2020	2021
Labor Inspectorate Funding	\$1,420,784 (141)	\$1,536,366 (17)
Number of Labor Inspectors	447 (42)	471 (17)
Mechanism to Assess Civil Penalties	Yes (138)	Yes (138)
Initial Training for New Labor Inspectors	Yes (141)	Yes (17)
Training on New Laws Related to Child Labor	N/A (141)	N/A (17)
Refresher Courses Provided	No (42)	No (17)
Number of Labor Inspections Conducted	29,177† (42)	35,098‡ (17)
Number Conducted at Worksite	29,177† (42)	35,098‡ (17)
Number of Child Labor Violations Found	1† (142)	2‡ (17)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (141)	2‡ (17)
Number of Child Labor Penalties Imposed that Were Collected	Unknown (141)	Unknown (17)
Routine Inspections Conducted	Yes (42)	Yes (17)

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2020	2021
Initial Training for New Criminal Investigators	Yes (85)	Yes (17)
Training on New Laws Related to the Worst Forms of Child Labor	No (42)	Unknown (17)
Refresher Courses Provided	Yes (85)	Yes (17)
Number of Investigations	845 (54)	484‡ (54)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown (85)	Unknown (17)
Number of Convictions	43† (85)	42‡ (53)
Imposed Penalties for Violations Related to the Worst Forms of Child Labor	Yes (85)	Yes (17,53,152)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (85)	Yes (17)

Between January and October 2021, the Secretariat for Security and Citizen Protection (SSPC) conducted 638 investigations into potential cases of human trafficking, representing an increase of almost 10 percent from the previous year. As a result of these inspections, the SSPC identified 650 trafficking victims. (153,154) However, the SSPC did not disaggregate the number of child and adult victims. (153,154) In addition, research conducted by the Consejo Ciudadano, which operates the National Trafficking Line, found fraudulent job offers for work in factories and in agriculture was the main form of recruitment used by human traffickers during the reporting period. The National Trafficking Line also registered an increase in the proportion of calls involving children being trafficked, making up as many as 47 percent of calls to the hotline, up from 32 percent in 2019. (155)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including inefficiency in accomplishing mandates.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Inter-Institutional Commission for Prevention and Eradication of Child Labor and the Protection of Adolescent Workers of the Permitted Age in Mexico (CITI)	Coordinates Mexico's activities to develop policies, approve programs, and coordinate, monitor, and evaluate efforts to eliminate child labor, especially its worst forms. Chaired by STPS and includes representatives from the secretariats of the Interior, Economy, Foreign Affairs, Wellbeing, Agriculture, Transportation, Education, Health, Tourism, Social Security, SINDIF, and FGR. (17,141) Meets on a quarterly basis and includes NGO networks and international technical and financial partners, such as UNODC and IOM. During the reporting period, the CITI finalized the Plan of Action on Child Labor 2021–2024. (17,141,148)
Inter-Institutional Commission for the Prevention, Sanction and Eradication of Crimes Related to Trafficking in Persons and for the Protection and Support of Victims of those Crimes	Defines policy and coordinates efforts to address human trafficking in Mexico. Chaired by the Secretariat of the Interior and includes representatives from STPS, secretariats of numerous other government ministries, NGOs, and international technical partners. (91,160) Although the commission met seven times in 2021, research was unable to determine what activities this committee carried out during the reporting period. (17,53)
National System for the Protection of Children and Adolescents (SIPINNA)	Coordinates national child protection policy and programs. Chaired by the Secretariat of the Interior and made up of a steering committee from multiple other ministries and representatives of civil society groups. (90) During the reporting period, SIPINNA was active and held various meetings to review, finalize, and publish the National Program for Children and Adolescents (PRONAPPINA) 2021–2024. (17)

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies related to child labor (Table 9). However, policy gaps exist that hinder efforts to address child labor, including lack of coverage of all worst forms of child labor.

**Table 9, Key Policies Related to Child Labor,** lists the country's key policies and provides a description of each policy's objectives and any developments in implementation, to the extent known, that occurred during the reporting period. Table notes identify policies that were approved during the reporting period and whether there are any small-scale policies that may have addressed child labor issues or had an impact on child labor.

The narrative following the table notes includes findings related to whether existing policies sufficiently address child labor issues in the country.

#### Section VI: Social Programs to Address Child Labor

The sixth section describes social programs launched or implemented during the reporting period that focus on child labor, and programs that address poverty, education, and other related matters that could have a beneficial effect on child labor. It begins with a statement as to whether the government funded or participated in social programs that include the goal of eliminating or preventing child labor, and whether gaps exist in these social programs.

**Table 10, Key Social Programs to Address Child Labor,** lists the country's key social programs and descriptions, including its activities and accomplishments, to the extent known, during the reporting period. Where possible, programs are hyperlinked to project websites for additional information. Table notes identify social programs that are funded by the government or were launched during the reporting period, and whether the government had small-scale social programs with the goal of eliminating or preventing child labor.

The narrative following the tables also may include an analysis of the extent to which social programs were sufficient to address the scope of the problem or covered the key sectors in which children are known to work in the country.

#### Section VII: Suggested Government Actions to Eliminate the Worst Forms of Child Labor

The last section of each country profile (Table 11) is a set of suggested actions for the country to consider taking in order to advance the elimination of child labor.

**Table 9. Key Policies Related to Child Labor**

Policy	Description
National Program for the Secretariat of Labor and Social Welfare (2020–2024)	Aims to strengthen the fundamental rights of work and to increase labor force participation in the formal sector. The plan prioritizes addressing child labor as part of STPS' social inclusion strategy. (164) During the reporting period, a training program on child labor and the rights of children and adolescents was developed for representatives from each of the 32 federal entities, federal labor inspectors, and STPS staff. (17,165)
National Program for Children and Adolescents (PRONAPPINA) 2021–2024†	Aims to guarantee the rights of children and adolescents by establishing mechanisms to support their growth and development. (166)
Plan of Action on Child Labor 2021–2024†	Aims to promote a culture of prevention against child labor and to protect the human and labor rights of children and adolescents. (167)

Mexico became a Pathfinder country under Alliance 8.7 in 2019 to accelerate commitments toward achieving Sustainable Development Goal Target 8.7, which calls for the eradication of forced labor, modern slavery, and human trafficking by 2030, and the eradication of child labor by 2025. (177,178) As a Pathfinder country, the government developed and implemented the Alliance 8.7 Roadmap to Eradicate Child Labor, Forced Labor, and

#### VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

The government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including the inadequacy to address the problem in all sectors and in all states.

**Table 10. Key Social Programs to Address Child Labor**

Program	Description
Benito Juárez Wellbeing National Scholarship Program†	Secretariat of Public Education cash transfer program that offers two types of scholarships for families living in poverty and students at risk of school desertion. The Wellbeing Basic Education Family Scholarship provides bi-monthly payments of \$80 per household for all children under age 15 enrolled in school, while the Benito Juárez Scholarship provides bi-monthly payments of \$80 to each child enrolled in high school. (183–185) Although the program reaches a high number of students, it has been criticized for providing insufficient cash transfers, lacking monitoring and evaluation, and having implementation issues. (186–190) In 2021, the program reached 9.8 million students. (191)
Support for Indigenous Education Program†	Implemented by the National Institute of Indigenous Peoples to support educational access of children from indigenous and Afro-descendant communities through scholarships, boarding houses, and nutritional support. (192) In 2021, the program assisted 63,049 children through the program's Casas y Comedores de la Niñez Indígena and Casas y Comedores Comunitarios del Estudiante Indígena. (193)
Assistance for At-Risk Children and Adolescents Program (PAMAR)†	Implemented by the SNDIF at the state and municipal levels to assist youth at risk for child labor, including in commercial sexual exploitation and in illicit activities, by providing shelters, psychosocial assistance, and training. In 2021, this program was implemented by the SNDIF in 26 states and 445 municipalities benefiting 68,503 children and adolescents, but it is not implemented across all states and municipalities in which the program is needed. (17,53)
USDOL-Funded Projects	USDOL-funded projects that aim to eliminate child labor through research, increase labor inspection capacity, and expand participation in education, training, and social protection programs. Campos de Esperanza is an \$11 million project implemented by World Vision which has worked with the sugarcane sector to help improve working conditions for over 5,300 sugarcane workers in targeted agricultural communities in Oaxaca and Veracruz. MAPI6 is an ILO-implemented global project, with \$2.4 million dedicated to support the National Child Labor Survey (ENTI 2019) with the results released in 2020. (7,194,195) MAPI6 also supported the Regional Initiative Latin America and the Caribbean Free of Child Labor (RILAC) program to develop maps that show communities at risk of child labor and has worked with local government in the States of Mexico and Chiapas to develop policy responses. (7,194,195) Other projects include: Senders, an \$8 million project implemented by Verité to address child and forced labor in the sugarcane and tobacco sectors in Jalisco and Nayarit; EQUAL, a \$5 million project implemented by World Vision to increase women's and adolescent girls' economic empowerment in the agricultural sector; COFFEE, a \$2.2 million project implemented by Verité in Brazil, Colombia, and Mexico to promote social compliance and develop tools for businesses to establish systems to prevent, detect, and combat child and forced labor in coffee supply chains; and Improving Workers' Occupational Safety and Health in Selected Supply Chains in Mexico – A Vision Zero Fund, a \$5 million project implemented by the ILO's Vision Zero Fund to improve the occupational safety and health of workers, with a focus on COVID-19, female workers, and workers in vulnerable conditions. Two new additional projects include: Building a Comprehensive Government of Mexico Approach to Combating Child Labor and Forced Labor®, a \$13 million ILO-implemented project to strengthen the capacity and enhance the effectiveness of the Government of Mexico to collect and analyze data on child labor, forced labor, and human trafficking for the purposes of informing federal policies and programming; and Sustentari®, a \$5 million project implemented by Social Accountability International to increase private sector stakeholders' accountability to uphold core labor standards focusing on the chili pepper and tomato sector. (196–201) In 2021, USDOL-funded projects trained 130 labor inspectors and 399 teachers on identifying and preventing child labor and provided over 1,400 children in child labor or at risk of child labor with education services. (195,196,198) For additional information, please visit our website.

† Program is funded by the Government of Mexico.

\* Program was launched during the reporting period.

‡ The government had other social programs that may have included the goal of eliminating or preventing child labor. (42,141,202–206)

During the reporting period, the government eliminated many social programs that increased education access and reduced risk for child labor for indigenous children, migrant and refugee children, and children from other vulnerable groups. These programs included the Indigenous People's Education Diversity Program (PADEI), Educational Program for Migrant School Population (PAPEM), and the Full-Time Schools Program (PETC). (17,207–211) Research could not confirm whether these programs will be replaced by new programs in future years.

#### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mexico (Table 11).



## Appendix 5

# TDA Country Assessment Criteria

Each country in this report receives an assessment to indicate the USDOL's findings on the country's level of advancement in efforts to eliminate the worst forms of child labor during the reporting period. There are five possible assessment levels: Significant Advancement, Moderate Advancement, Minimal Advancement, No Advancement, or No Assessment.

## *Significant Advancement*

For a country to be assessed as having significantly advanced efforts in 2021, the country must have (1) instituted the minimum requirements related to laws and regulations, mechanisms, and programs

to address and prevent the worst forms of child labor (see Exhibit 1); and (2) during the reporting period, made meaningful efforts in all relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking the suggested actions recommended in the 2020 report.

## *Moderate Advancement*

A country moderately advanced its efforts in eliminating the worst forms of child labor in 2021 if it made meaningful efforts during the reporting period in some relevant areas covering laws and

## Exhibit 1

## Minimum Requirements Needed to be Considered for a Significant Advancement Assessment

In order for a country to be eligible to receive an assessment of Significant Advancement, a country must have:

- Established a minimum age for work that meets international standards;
- Established a minimum age for hazardous work that meets international standards;
- Established legal prohibitions against forced labor that meet international standards;
- Established legal prohibitions against child trafficking that meet international standards;
- Established legal prohibitions against commercial sexual exploitation of children that meet international standards;
- Established legal prohibitions against the use of children for illicit activities that meet international standards;
- Designated a competent authority or implemented institutional mechanisms for the enforcement of laws and regulations on child labor;
- Imposed penalties for violations related to the worst forms of child labor;
- Took active measures to ensure that children are not inappropriately incarcerated, penalized, or physically harmed for unlawful acts as a direct result of being a victim of the worst forms of child labor;
- Took active measures to investigate, prosecute, convict, and sentence public officials who participate in or facilitate the worst forms of child labor;
- Made a good-faith effort to collect and publish labor and criminal law enforcement data; and
- Directly funded a significant social program that includes the goal of eliminating child labor or addressing the root causes of the problem, such as lack of educational opportunities, poverty, or discrimination.



regulations, enforcement, coordination, policies, and social programs, which may have included taking the suggested actions recommended in 2020.

### *Minimal Advancement*

Three types of countries made minimal advancement in efforts to eliminate the worst forms of child labor in 2021. The first is a country that made meaningful efforts during the reporting period in a few relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs, which may have included taking the suggested actions recommended in 2020.

The other two types of countries are those that, regardless of meaningful efforts made in relevant areas, minimally advanced as a result of establishing or failing to remedy regressive or significantly detrimental laws, policies, or practices that delayed advancement in the elimination of the worst forms of child labor. Examples of regressive or significantly detrimental laws, policies, or practices include lowering the minimum age for work below international standards, recruiting or using children in armed conflict, and continuing to impose administrative barriers to child labor inspections. The following points make distinctions between regression and continued law, policy, or practice:

- **Regression in Law, Policy, or Practice that Delayed Advancement.** This type of country made meaningful efforts in a few or more relevant areas but established a regressive or significantly detrimental law, policy, or practice during the reporting period that delayed advancement in eliminating the worst forms of child labor.
- **Continued Law, Policy, or Practice that Delayed Advancement.** This type of country made meaningful efforts in a few or more relevant areas but failed to remedy a regressive or significantly detrimental law, policy, or practice established in previous years, which delayed advancement in eliminating the worst forms of child labor.

### *No Advancement*

Three types of countries made no advancement in efforts to eliminate the worst forms of child labor in

2021. The first is a country that made no meaningful efforts to advance the elimination of the worst forms of child labor during the reporting period.

The other two types of countries are those that, regardless of whether meaningful efforts in relevant areas were made, had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents, which is considered an egregious form of exploitation. Complicity can occur when a government is involved in forced child labor at any level of government, including at the local, regional, or national level. Such incidents involve direct or proactive government action to compel children under age 18 to work. The following points make distinctions between a country making no efforts and being complicit and a country making efforts but being complicit:

- **No Efforts and Complicit in Forced Child Labor.** This type of country made no meaningful efforts, took no suggested actions reported in 2020, and had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents in 2021.
- **Efforts Made but Complicit in Forced Child Labor.** This type of country made meaningful efforts, which may have included taking the suggested actions reported in 2020 but had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than isolated incidents in 2021.

### *No Assessment*

This assessment is reserved for countries in which the population of children is either non-existent or extremely small (fewer than 50), there is no evidence of the worst forms of child labor and the country appears to have an adequate preventive legal and enforcement framework on child labor, or when a country is included in the report for the first time or receives a suggested action for the first time. This year, no assessment has been made regarding Christmas Island, Cocos (Keeling) Islands, and Wallis and Futuna.

# TDA Country Assessments, by Assessment

COUNTRY	REGION	2021 ASSESSMENT LEVEL
SIGNIFICANT ADVANCEMENT		
Argentina	LAC	Significant Advancement
Colombia	LAC	Significant Advancement
Costa Rica	LAC	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Ecuador	LAC	Significant Advancement
Guatemala	LAC	Significant Advancement
Honduras	LAC	Significant Advancement
Jordan	MENA	Significant Advancement
Uzbekistan	IP	Significant Advancement
MODERATE ADVANCEMENT		
Albania	EUR	Moderate Advancement
Angola	AF	Moderate Advancement
Bangladesh	IP	Moderate Advancement
Belize	LAC	Moderate Advancement
Benin	AF	Moderate Advancement
Bhutan	IP	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Brazil	LAC	Moderate Advancement
Burkina Faso	AF	Moderate Advancement
Burundi	AF	Moderate Advancement
Cabo Verde	AF	Moderate Advancement
Cameroon	AF	Moderate Advancement
Chad	AF	Moderate Advancement
Chile	LAC	Moderate Advancement
Comoros	AF	Moderate Advancement
Congo, Democratic Republic of the	AF	Moderate Advancement
Congo, Republic of the	AF	Moderate Advancement
Cook Islands	IP	Moderate Advancement
Dominican Republic	LAC	Moderate Advancement

COUNTRY	REGION	2021 ASSESSMENT LEVEL
MODERATE ADVANCEMENT (CONTINUED)		
Egypt	MENA	Moderate Advancement
El Salvador	LAC	Moderate Advancement
Ethiopia	AF	Moderate Advancement
Fiji	IP	Moderate Advancement
Gambia, The	AF	Moderate Advancement
Georgia	EUR	Moderate Advancement
Ghana	AF	Moderate Advancement
Guinea	AF	Moderate Advancement
Guinea-Bissau	AF	Moderate Advancement
India	IP	Moderate Advancement
Indonesia	IP	Moderate Advancement
Jamaica	LAC	Moderate Advancement
Kiribati	IP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	IP	Moderate Advancement
Mauritius	AF	Moderate Advancement
Mexico	LAC	Moderate Advancement
Montenegro	EUR	Moderate Advancement
Mongolia	IP	Moderate Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Namibia	AF	Moderate Advancement
Nepal	IP	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Norfolk Island	IP	Moderate Advancement
North Macedonia	EUR	Moderate Advancement
Oman	MENA	Moderate Advancement



COUNTRY	REGION	2021 ASSESSMENT LEVEL
MODERATE ADVANCEMENT (CONTINUED)		
Panama	LAC	Moderate Advancement
Paraguay	LAC	Moderate Advancement
Peru	LAC	Moderate Advancement
Philippines	IP	Moderate Advancement
Rwanda	AF	Moderate Advancement
Saint Lucia	LAC	Minimal Advancement
Saint Vincent and the Grenadines	LAC	Moderate Advancement
Samoa	IP	Moderate Advancement
São Tomé and Príncipe	AF	Moderate Advancement
Senegal	AF	Moderate Advancement
Serbia	EUR	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
South Africa	AF	Moderate Advancement
Sri Lanka	IP	Moderate Advancement
Suriname	LAC	Moderate Advancement
Tanzania	AF	Moderate Advancement
Thailand	IP	Moderate Advancement
Togo	AF	Moderate Advancement
Tunisia	MENA	Moderate Advancement
Uganda	AF	Moderate Advancement
Western Sahara	MENA	Moderate Advancement
Zambia	AF	Moderate Advancement
MINIMAL ADVANCEMENT		
Algeria	MENA	Minimal Advancement
Bolivia	LAC	Minimal Advancement
Botswana	AF	Minimal Advancement
Djibouti	AF	Minimal Advancement
Dominica	LAC	Minimal Advancement
Eswatini	AF	Minimal Advancement
Guyana	LAC	Minimal Advancement
Haiti	LAC	Minimal Advancement
Lebanon	MENA	Minimal Advancement

COUNTRY	REGION	2021 ASSESSMENT LEVEL
<b>MINIMAL ADVANCEMENT (CONTINUED)</b>		
Nicaragua	LAC	Minimal Advancement
Papua New Guinea	IP	Minimal Advancement
Solomon Islands	IP	Minimal Advancement
Tuvalu	IP	Minimal Advancement
Vanuatu	IP	Minimal Advancement
West Bank and the Gaza Strip	MENA	Minimal Advancement
<b>MINIMAL ADVANCEMENT– Efforts Made but Regression in Law/Policy/Practice that Delayed Advancement</b>		
Central African Republic	AF	Minimal Advancement—Efforts Made but Regression in Practice that Delayed Advancement
Kazakhstan	IP	Minimal Advancement—Efforts Made but Regression in Law that Delayed Advancement
Zimbabwe	AF	Minimal Advancement—Efforts Made but Regression in Practice that Delayed Advancement
<b>MINIMAL ADVANCEMENT– Efforts Made but Continued Law/Policy/Practice that Delayed Advancement</b>		
Armenia	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Cambodia	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Gabon	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Iraq	MENA	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Kenya	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Kyrgyz Republic	IP	Minimal Advancement—Efforts Made but Continued Law and Practice that Delayed Advancement
Mali	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Mauritania	AF	Minimal Advancement—Efforts Made but Continued Policy and Practice that Delayed Advancement
Moldova	EUR	Minimal Advancement—Efforts Made but Continued Law and Practice that Delayed Advancement
Montserrat	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement

COUNTRY	REGION	2021 ASSESSMENT LEVEL
<b>MINIMAL ADVANCEMENT– Efforts Made but Continued Law/Policy/Practice that Delayed Advancement (CONTINUED)</b>		
Pakistan	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Saint Helena, Ascensión, and Tristán da Cunha	EUR	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Somalia	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Timor-Leste	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Tonga	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Ukraine	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Yemen	MENA	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
<b>NO ADVANCEMENT</b>		
Afghanistan	IP	No Advancement
Anguilla	EUR	No Advancement
British Virgin Islands	EUR	No Advancement
Grenada	LAC	No Advancement
Niue	IP	No Advancement
Tokelau	IP	No Advancement
<b>NO ADVANCEMENT – Efforts Made but Complicit in Forced Child Labor</b>		
Burma	IP	No Advancement—Efforts Made but Complicit in Forced Child Labor
Eritrea	AF	No Advancement—Efforts Made but Complicit in Forced Child Labor
South Sudan	AF	No Advancement—Efforts Made but Complicit in Forced Child Labor
<b>NO ASSESSMENT</b>		
Christmas Island	IP	No Assessment
Cocos (Keeling) Islands	IP	No Assessment
Wallis and Futuna	EUR	No Assessment





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Girls attend class at the Ibn Zaidoon School.  
Aden, Yemen. December 4, 2018.

## Comparisons in TDA Assessments From 2020 to 2021, by Country

COUNTRY	REGION	2020 ASSESSMENT LEVEL	2021 ASSESSMENT LEVEL
Afghanistan	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	No Advancement
Albania	EUR	Moderate Advancement	Moderate Advancement
Algeria	MENA	Moderate Advancement	Minimal Advancement
Angola	AF	Moderate Advancement	Moderate Advancement
Anguilla	EUR	No Advancement	No Advancement
Argentina	LAC	Significant Advancement	Significant Advancement
Armenia	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Bangladesh	IP	Moderate Advancement	Moderate Advancement
Belize	LAC	Minimal Advancement	Moderate Advancement
Benin	AF	Moderate Advancement	Moderate Advancement
Bhutan	IP	Moderate Advancement	Moderate Advancement
Bolivia	LAC	Moderate Advancement	Minimal Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement	Moderate Advancement
Botswana	AF	Minimal Advancement	Minimal Advancement
Brazil	LAC	Moderate Advancement	Moderate Advancement
British Virgin Islands	EUR	No Advancement	No Advancement
Burkina Faso	AF	Moderate Advancement	Moderate Advancement
Burma	IP	No Advancement—Efforts Made but Complicit in Forced Child Labor	No Advancement—Efforts Made but Complicit in Forced Child Labor
Burundi	AF	Moderate Advancement	Moderate Advancement
Cabo Verde	AF	Moderate Advancement	Moderate Advancement

COUNTRY	REGION	2020 ASSESSMENT LEVEL	2021 ASSESSMENT LEVEL
Cambodia	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Cameroon	AF	Moderate Advancement	Moderate Advancement
Central African Republic	AF	Moderate Advancement	Minimal Advancement—Efforts Made but Regression in Practice that Delayed Advancement
Chad	AF	Moderate Advancement	Moderate Advancement
Chile	LAC	Moderate Advancement	Moderate Advancement
Christmas Island	IP	No Assessment	No Assessment
Cocos (Keeling) Islands	IP	No Assessment	No Assessment
Colombia	LAC	Significant Advancement	Significant Advancement
Comoros	AF	Moderate Advancement	Moderate Advancement
Congo, Democratic Republic of the	AF	Moderate Advancement	Moderate Advancement
Congo, Republic of the	AF	Moderate Advancement	Moderate Advancement
Cook Islands	IP	Moderate Advancement	Moderate Advancement
Costa Rica	LAC	Significant Advancement	Significant Advancement
Côte d'Ivoire	AF	Moderate Advancement	Significant Advancement
Djibouti	AF	Moderate Advancement	Minimal Advancement
Dominica	LAC	No Advancement	Minimal Advancement
Dominican Republic	LAC	Moderate Advancement	Moderate Advancement
Ecuador	LAC	Significant Advancement	Significant Advancement
Egypt	MENA	Moderate Advancement	Moderate Advancement
El Salvador	LAC	Moderate Advancement	Moderate Advancement
Eritrea	AF	No Advancement—Efforts Made but Complicit in Forced Child Labor	No Advancement—Efforts Made but Complicit in Forced Child Labor
Eswatini	AF	Minimal Advancement	Minimal Advancement
Ethiopia	AF	Moderate Advancement	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Fiji	IP	Moderate Advancement	Moderate Advancement



COUNTRY	REGION	2020 ASSESSMENT LEVEL	2021 ASSESSMENT LEVEL
Gabon	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Gambia, The	AF	Minimal Advancement—Efforts Made but Regression in Practice that Delayed Advancement	Moderate Advancement
Georgia	EUR	Moderate Advancement	Moderate Advancement
Ghana	AF	Moderate Advancement	Moderate Advancement
Grenada	LAC	No Advancement	No Advancement
Guatemala	LAC	Moderate Advancement	Significant Advancement
Guinea	AF	Minimal Advancement	Moderate Advancement
Guinea-Bissau	AF	Minimal Advancement	Moderate Advancement
Guyana	LAC	Moderate Advancement	Minimal Advancement
Haiti	LAC	Moderate Advancement	Minimal Advancement
Honduras	LAC	Moderate Advancement	Significant Advancement
India	IP	Moderate Advancement	Moderate Advancement
Indonesia	IP	Moderate Advancement	Moderate Advancement
Iraq	MENA	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Jamaica	LAC	Moderate Advancement	Moderate Advancement
Jordan	MENA	Moderate Advancement	Significant Advancement
Kazakhstan	IP	Moderate Advancement	Minimal Advancement—Efforts Made but Regression in Law that Delayed Advancement
Kenya	AF	Moderate Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Kiribati	IP	Moderate Advancement	Moderate Advancement
Kosovo	EUR	Moderate Advancement	Moderate Advancement
Kyrgyz Republic	IP	Minimal Advancement—Efforts Made but Continued Law and Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Law and Practice that Delayed Advancement
Lebanon	MENA	Minimal Advancement	Minimal Advancement

COUNTRY	REGION	2020 ASSESSMENT LEVEL	2021 ASSESSMENT LEVEL
Lesotho	AF	Moderate Advancement	Moderate Advancement
Liberia	AF	Moderate Advancement	Moderate Advancement
Madagascar	AF	Moderate Advancement	Moderate Advancement
Malawi	AF	Moderate Advancement	Moderate Advancement
Maldives	IP	Moderate Advancement	Moderate Advancement
Mali	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Mauritania	AF	Minimal Advancement—Efforts Made but Continued Policy and Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Policy and Practice that Delayed Advancement
Mauritius	AF	Moderate Advancement	Moderate Advancement
Mexico	LAC	Significant Advancement	Moderate Advancement
Moldova	EUR	Minimal Advancement—Efforts Made but Continued Law and Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Law and Practice that Delayed Advancement
Mongolia	IP	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement	Moderate Advancement
Montenegro	EUR	Moderate Advancement	Moderate Advancement
Montserrat	EUR	No Advancement	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Morocco	MENA	Moderate Advancement	Moderate Advancement
Mozambique	AF	Moderate Advancement	Moderate Advancement
Namibia	AF	Moderate Advancement	Moderate Advancement
Nepal	IP	Moderate Advancement	Moderate Advancement
Nicaragua	LAC	Minimal Advancement	Minimal Advancement
Niger	AF	Minimal Advancement	Moderate Advancement
Nigeria	AF	Moderate Advancement	Moderate Advancement
Niue	IP	No Advancement	No Advancement
Norfolk Island	IP	Moderate Advancement	Moderate Advancement
North Macedonia	EUR	Moderate Advancement	Moderate Advancement
Oman	MENA	Moderate Advancement	Moderate Advancement

COUNTRY	REGION	2020 ASSESSMENT LEVEL	2021 ASSESSMENT LEVEL
Pakistan	IP	Moderate Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Panama	LAC	Moderate Advancement	Moderate Advancement
Papua New Guinea	IP	Minimal Advancement	Minimal Advancement
Paraguay	LAC	Moderate Advancement	Moderate Advancement
Peru	LAC	Significant Advancement	Moderate Advancement
Philippines	IP	Moderate Advancement	Moderate Advancement
Rwanda	AF	Moderate Advancement	Moderate Advancement
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Saint Lucia	LAC	Minimal Advancement	Moderate Advancement
Saint Vincent and the Grenadines	LAC	Moderate Advancement	Moderate Advancement
Samoa	IP	Minimal Advancement	Moderate Advancement
São Tomé and Príncipe	AF	Minimal Advancement	Moderate Advancement
Senegal	AF	Moderate Advancement	Moderate Advancement
Serbia	EUR	Moderate Advancement	Moderate Advancement
Sierra Leone	AF	Minimal Advancement	Moderate Advancement
Solomon Islands	IP	Minimal Advancement	Minimal Advancement
Somalia	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
South Africa	AF	Minimal Advancement	Moderate Advancement
South Sudan	AF	No Advancement—Efforts Made but Complicit in Forced Child Labor	No Advancement—Efforts Made but Complicit in Forced Child Labor
Sri Lanka	IP	Moderate Advancement	Moderate Advancement
Suriname	LAC	Minimal Advancement	Moderate Advancement
Tanzania	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Moderate Advancement
Thailand	IP	Moderate Advancement	Moderate Advancement



COUNTRY	REGION	2020 ASSESSMENT LEVEL	2021 ASSESSMENT LEVEL
Timor-Leste	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Togo	AF	Moderate Advancement	Moderate Advancement
Tokelau	IP	No Advancement	No Advancement
Tonga	IP	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Tunisia	MENA	Moderate Advancement	Moderate Advancement
Tuvalu	IP	Moderate Advancement	Minimal Advancement
Uganda	AF	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Moderate Advancement
Ukraine	EUR	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Law that Delayed Advancement
Uzbekistan	IP	Moderate Advancement	Significant Advancement
Vanuatu	IP	Minimal Advancement	Minimal Advancement
Wallis and Futuna	EUR	No Assessment	No Assessment
West Bank and the Gaza Strip	MENA	Minimal Advancement	Minimal Advancement
Western Sahara	MENA	Moderate Advancement	Moderate Advancement
Yemen	MENA	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement	Minimal Advancement—Efforts Made but Continued Practice that Delayed Advancement
Zambia	AF	Moderate Advancement	Moderate Advancement
Zimbabwe	AF	Moderate Advancement	Minimal Advancement—Efforts Made but Regression in Practice that Delayed Advancement

## Appendix 6

## TDA Laws and Ratifications, by Country

COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC- CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Afghanistan	IP	No Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	15	Yes
Albania	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Algeria	MENA	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Angola	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	Yes
Anguilla	EUR	No Advancement	No	No	Yes	No	No	No	12	17	Yes
Argentina	LAC	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	18	Yes
Armenia	EUR	Minimal Advancement- Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	18	Yes
Azerbaijan	EUR	Minimal Advancement- Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Bangladesh	IP	Moderate Advancement	No	Yes	Yes	Yes	Yes	Yes	14	10	Yes
Belize	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	Yes
Benin	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	11	No
Bhutan	IP	Moderate Advancement	N/A	N/A	Yes	Yes	Yes	No	13	N/A	Yes
Bolivia	LAC	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	17	Yes
Bosnia and Herzegovina	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Botswana	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	N/A	Yes
Brazil	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	Yes
British Virgin Islands	EUR	No Advancement	No	No	Yes	No	No	No	16	17	Yes
Burkina Faso	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes

COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC- CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Burma	IP	No Advancement— Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	14	10	Yes
Burundi	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	No
Cabo Verde	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Cambodia	IP	Minimal Advancement— Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	N/A	Yes
Cameroon	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	12	No
Central African Republic	AF	Minimal Advancement— Efforts Made but Regression in Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Chad	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	16	Yes
Chile	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	18	Yes
Christmas Island	IP	No Assessment	No	Yes	Yes	Yes	Yes	Yes	17.5	17.5	Yes
Cocos (Keeling) Islands	IP	No Assessment	No	Yes	Yes	Yes	Yes	Yes	17.5	17.5	Yes
Colombia	LAC	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	18	Yes
Comoros	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	No
Congo, Democratic Republic of the	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	12	Yes
Congo, Republic of the	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	16	16	Yes
Cook Islands	IP	Moderate Advancement	No	Yes	Yes	No	No	No	16	16	Yes
Costa Rica	LAC	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	17	Yes



COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Côte d'Ivoire	AF	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Djibouti	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Dominica	LAC	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Dominican Republic	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	Yes
Ecuador	LAC	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Egypt	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
El Salvador	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	18	Yes
Eritrea	AF	No Advancement- Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	Yes	14	14	No
Eswatini	AF	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	12/13	No
Ethiopia	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	N/A	No
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	No	No	No	14	16	Yes
Fiji	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Gabon	AF	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Gambia, The	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	16	Yes
Georgia	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	Yes
Ghana	AF	Moderate Advancement	Yes	Yes	Yes	No	Yes	Yes	15	15	Yes
Grenada	LAC	No Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No
Guatemala	LAC	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Guinea	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No
Guinea-Bissau	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	No

COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC- CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Guyana	LAC	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Haiti	LAC	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	15	Yes
Honduras	LAC	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	17	Yes
India	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Indonesia	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
Iraq	MENA	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement									
			Yes	Yes	Yes	Yes	Yes	Yes	15	12/15	Yes
Jamaica	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	No
Jordan	MENA	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Kazakhstan	IP	Minimal Advancement- Efforts Made but Regression in Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	17	Yes
Kenya	AF	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	No	Yes	Yes	16	18	No
Kiribati	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	15	Yes
Kyrgyz Republic	IP	Minimal Advancement- Efforts Made but Continued Law and Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	Yes
Lebanon	MENA	Minimal Advancement	Yes	Yes	Yes	Yes	No	Yes	14	15	Yes
Lesotho	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	13	Yes
Liberia	AF	Moderate Advancement	Yes	Yes	Yes	No	No	Yes	15	14	Yes
Madagascar	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Malawi	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	18	Yes

COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC-CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Maldives	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Mali	AF	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Mauritania	AF	Minimal Advancement- Efforts Made but Continued Policy and Practice that Delayed Advancement	Yes	Yes	Yes	Yes	No	Yes	16	14	Yes
Mauritius	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Mexico	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	18	Yes
Moldova	EUR	Minimal Advancement- Efforts Made but Continued Law and Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	18	Yes
Mongolia	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Montenegro	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Montserrat	EUR	Minimal Advancement- Efforts Made but Continued Law that Delayed Advancement	No	No	No	No	No	No	16	16	Yes
Morocco	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Mozambique	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Namibia	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	14	Yes
Nepal	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	14	Yes
Nicaragua	LAC	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	12	Yes
Niger	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	N/A	Yes
Nigeria	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	12	15	Yes
Niue	IP	No Advancement	No	No	Yes	No	No	No	N/A	16	Yes
Norfolk Island	IP	Moderate Advancement	No	Yes	Yes	Yes	Yes	Yes	15	17	Yes



COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC- CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
North Macedonia	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Oman	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Pakistan	IP	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	No	14/15	16	Yes
Panama	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	15	Yes
Papua New Guinea	IP	Minimal Advancement	Yes	Yes	Yes	No	No	No	16	N/A	No
Paraguay	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	17	Yes
Peru	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	17	Yes
Philippines	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	18	Yes
Rwanda	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	12	No
Saint Helena, Ascension, and Tristán da Cunha	EUR	Minimal Advancement- Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	No	No	No	14/16	16	Yes
Saint Lucia	LAC	Moderate Advancement	No	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Saint Vincent and the Grenadines	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14	16	Yes
Samoa	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	15	16	No
São Tomé and Príncipe	AF	Moderate Advancement	Yes	Yes	Yes	No	No	Yes	15	15	Yes
Senegal	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Serbia	EUR	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Sierra Leone	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Solomon Islands	IP	Minimal Advancement	Yes	Yes	Yes	No	No	No	12	N/A	No

COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC- CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Somalia	AF	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	No	No	No	15	14	Yes
South Africa	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
South Sudan	AF	No Advancement– Efforts Made but Complicit in Forced Child Labor	Yes	Yes	Yes	Yes	Yes	No	14	13	Yes
Sri Lanka	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Suriname	LAC	Moderate Advancement	Yes	Yes	Yes	Yes	No	Yes	16	12	Yes
Tanzania	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	14/15	13	No
Thailand	IP	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Timor-Leste	IP	Minimal Advancement– Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	Yes	Yes	Yes	15	16	Yes
Togo	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	No
Tokelau	IP	No Advancement	No	No	No	No	No	No	N/A	16	Yes
Tonga	IP	Minimal Advancement– Efforts Made but Continued Practice that Delayed Advancement	No	Yes	Yes	No	No	No	N/A	18	No
Tunisia	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
Tuvalu	IP	Minimal Advancement	No	Yes	Yes	No	No	No	15	15	No
Uganda	AF	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	No	16	13	No
Ukraine	EUR	Minimal Advancement– Efforts Made but Continued Law that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	17	Yes
Uzbekistan	IP	Significant Advancement	Yes	Yes	Yes	Yes	Yes	Yes	18	18	Yes

COUNTRY	RE- GION	2021 ASSESSMENT	ILO C. 138	ILO C. 182	CRC	CRC OPTIONAL PROTOCOLS		PALER- MO PRO- TOCOL	MIN. AGE FOR WORK	EDUCATION	
						CRC- CSEC	CRC-AC			COMPUL- SORY EDUCA- TION AGE	FREE PUBLIC EDUCA- TION
Vanuatu	IP	Minimal Advancement	Yes	Yes	Yes	Yes	Yes	No	14	N/A	No
Wallis and Futuna	EUR	No Assessment	Yes	Yes	Yes	Yes	Yes	Yes	16	16	Yes
West Bank and the Gaza Strip	MENA	Minimal Advancement	N/A	N/A	Yes	Yes	Yes	Yes	15	16	Yes
Western Sahara	MENA	Moderate Advancement	Yes	Yes	Yes	Yes	Yes	Yes	15	15	Yes
Yemen	MENA	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	No	14	15	Yes
Zambia	AF	Moderate Advancement	Yes	Yes	Yes	No	No	Yes	15	N/A	Yes
Zimbabwe	AF	Minimal Advancement- Efforts Made but Regression in Practice that Delayed Advancement	Yes	Yes	Yes	Yes	Yes	Yes	16	16	No



## Appendix 7

# Paragraphs and Bibliographies for 2022 TVPRA Additions

## *Bangladesh, Garments, FL*

There are reports that adults are working under forced labor conditions to produce garments in Bangladesh. Multiple surveys have reported that workers in the Ready-Made Garment (RMG) industry are subjected to excessive working hours beyond what is legally allowed, forced overtime, and withholding compensation. Furthermore, workers are subjected to physical and verbal abuse for not meeting targets. Women are often victims of physical and sexual abuse, including as punishment for not meeting targets.

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## *Brazil, Açaí Berries, CL*

There are reports that children, as young as age 8, are engaged in the harvesting of açai berries in Brazil. Evidence of child labor has been found in the city of Abaetuba, a major center for açai berry production, in the State of Pará. Children are involved in the harvesting season from August until January each year, alongside their families. Most families in the region rely on the harvest as their main source of income. Reports and field research indicate that children are seen as extremely valuable to the harvest due to their physical stature and natural agility, qualities that allow them to climb the açai berry trees' tall and thin trunks more easily without the trees breaking. Açai berry picking is

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There are reports that children are involved in the mining of gold in eastern Cameroon. Children often mine alongside their families in artisanal mines, and reports indicate that their ages range from under age 10 to 17. Sometimes children mine gold by themselves for sale on the black market. Evidence of child labor has been found in Batouri and Kambele, near the border with the Central African Republic. Reports indicate that thousands of children in Kambele work in artisanal gold mining, while in nearby Batouri, roughly 90 percent of children participate in gold mining. Children mine in hazardous conditions, including standing in stagnant water, working underground, and using mercury to extract the gold dust. Many children leave school to work in gold mining, and a report indicates that over 75 percent of the students in one school stopped attending school to mine gold.

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### *China, Lithium-Ion Batteries (produced with DRC Cobalt, CL)*

ILAB has reason to believe that lithium-ion batteries manufactured in China are produced with an input produced with child labor, specifically cobalt ore mined in the Democratic Republic of the Congo (DRC). Cobalt ore from the DRC was added to ILAB's *List of Goods Produced by Child Labor or Forced Labor* in 2009 for child labor. Cobalt is used in the production of nearly all lithium-ion batteries.

The DRC produces the majority of the world's cobalt. Most cobalt-producing mines in the DRC are owned or financed by Chinese companies. In 2020, China imported \$2.17 billion of cobalt from the DRC. Between 49–80 percent of China's refined cobalt imports are used to produce battery chemicals and components. Global imports of lithium-ion batteries from China were reported to be over \$16.5 billion in 2020. Of the \$4.3 billion in lithium-ion battery imports to the United States in 2020, 47.22 percent (\$2.1 billion) were imported from China.

This research suggests that further downstream products containing lithium-ion batteries may be produced with an input produced with child labor, such as electric cars, laptops, and cell phones.

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### *China, Solar Products (produced with China Polysilicon)*

- China, Photovoltaic Ingots (produced with China Polysilicon, FL)
- China, Photovoltaic Wafers (produced with China Polysilicon, FL)
- China, Solar Cells (produced with China Polysilicon, FL)
- China, Solar Modules (produced with China Polysilicon, FL)

ILAB has reason to believe that multiple solar products produced in China are made with an input using forced labor, specifically from polysilicon produced in China. These products include photovoltaic ingots and wafers (China), solar cells (China), and solar modules (China).

Polysilicon was added to ILAB's *List of Goods Produced by Child Labor or Forced Labor* in 2021 for forced labor. Forty-five percent of the world's solar-grade polysilicon and more than half of China's polysilicon is produced in the Xinjiang Uyghur Autonomous Region, where research has shown it is produced under conditions of forced labor. China has 98 percent of the world's manufacturing capacity for photovoltaic ingots; 97 percent for photovoltaic wafers; 81 percent for solar cells; and 77 percent for solar modules, all of which are made with polysilicon. Many of the largest global producers of photovoltaic ingots and wafers, solar cells, and solar modules directly source polysilicon from entities believed to use forced labor in its production.

In 2020, solar cells and modules imported from China accounted for over \$24 billion. While the U.S. directly imported about 5 percent of its solar cells and modules from China, it is likely that additional solar cells and modules made with polysilicon produced with forced labor enter the U.S. through other countries. Many solar companies operating

around the world have suppliers based in China and many are owned by Chinese companies. Over 42 percent of global imports of solar cells and modules come from China.

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### *Ecuador, Bovines, CL*

There are reports that children ages 5 to 17 work in bovine raising in Ecuador. Based on the analysis of Ecuador's 2019 National Survey of Employment, Unemployment, and Underemployment, an estimated 10,564 children under the minimum age for work are involved in child labor in bovine raising. The ILO has found that generally, children who care for farm animals may be at risk of exposure to potential health consequences, including injuries from kicks and infections from animal bites and

exposure to harmful bacteria. The release of this survey demonstrates the Government of Ecuador's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Ecuador Encuesta Nacional De Empleo, Desempleo Y Subempleo (ENEMDU), 2019, 2021.

### *Ecuador, Hogs, CL*

There are reports that children ages 5 to 17 work in hog raising in Ecuador. Based on the analysis of Ecuador's 2019 National Survey of Employment, Unemployment, and Underemployment, an estimated 5,218 children under the minimum age for work are involved in child labor in hog raising. The ILO has found that generally, children who care for farm animals may be at risk of exposure to potential health consequences, including injuries from kicks and infections from animal bites and exposure to harmful bacteria. The release of this survey demonstrates the Government of Ecuador's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Ecuador Encuesta Nacional De Empleo, Desempleo Y Subempleo (ENEMDU), 2019, 2021.

### *Ecuador, Poultry, CL*

There are reports that children ages 5 to 17 work in poultry raising in Ecuador. Based on the analysis of Ecuador's 2019 National Survey of Employment, Unemployment, and Underemployment, an estimated 9,434 children under the minimum age for work are involved in child labor in poultry raising. The ILO has found that generally, children who care for farm animals may be at risk of exposure to potential health consequences, including infections from animal bites and exposure to harmful bacteria. The release of this survey demonstrates

the Government of Ecuador's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Ecuador Encuesta Nacional De Empleo, Desempleo Y Subempleo (ENEMDU), 2019, 2021.

### *Ecuador, Rice, CL*

There are reports that children ages 5 to 17 work in the production of rice in Ecuador. Based on the analysis of Ecuador's 2019 National Survey of Employment, Unemployment, and Underemployment, an estimated 5,896 children under the minimum age for work are involved in child labor in rice production. The ILO has found that generally, children who work in agriculture may be at risk of exposure to hazards including working long hours, carrying heavy loads, using dangerous tools, exposure to the elements, physical injuries, and chemicals, such as pesticides. The release of this survey demonstrates the Government of Ecuador's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Ecuador Encuesta Nacional De Empleo, Desempleo Y Subempleo (ENEMDU), 2019, 2021.

### *Ghana, Bovines, CL*

There is evidence that children ages 5 to 14 are involved in the raising of bovines in Ghana. Based on an analysis of the Ghana Living Standards Survey, an estimated 10,049 child laborers are involved in the raising of bovines. The ILO has found, depending on the conditions, that herding, shepherding, and handling livestock may be considered as hazardous work. Injuries from animals include being bitten, butted, jostled, stamped on, gored, or trampled. Large and small animals do not need to be aggressive to cause serious harm or even kill a child. Children rarely



wear protective shoes or boots, and this increases their risk for additional injuries and illnesses such as cuts, wounds, bruises, thorn injuries, skin disorders, and infections. Diseases can be contracted through routine contact with animals, insects, pathogens in animal carcasses, and work near livestock stabling areas and butchering houses. The release of this survey demonstrates the Government of Ghana's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

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### *Ghana, Textiles, CL*

There is evidence that children ages 5 to 14 are involved in the weaving of textiles in Ghana. Based on an analysis of the Ghana Living Standards Survey, an estimated 23,856 child laborers are involved in the weaving of textiles. There are numerous health and safety issues associated with the textile industry. These hazards include chemical exposure from the processing and dyeing of materials, exposure to cotton and other organic dusts, musculoskeletal stresses, and noise exposure. The release of this survey demonstrates the Government of Ghana's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Ghana Living Standards Survey (GLSS), 2016–2017. 2021.

### *Ghana, Rice, CL*

There is evidence that children ages 5 to 14 are involved in the growing of rice in Ghana. Based on an analysis of the Ghana Living Standards Survey, an estimated 19,124 child laborers are involved in the growing of rice. There are some health and

safety issues associated with the growing of rice that include extended time out in the sun, burns from the parboiling process, and infections from harvesting in the rice paddies. The release of this survey demonstrates the Government of Ghana's commitment to addressing child labor and its acknowledgement that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Ghana Living Standards Survey (GLSS), 2016–2017. 2021.

### *India, Tea, FL*

There are reports that men and women working in the production of tea are subjected to forced and bonded labor in India. Evidence of forced and bonded labor has been found in the Assam state. Workers experience non-payment and under payment of wages and withholding of benefits, as well as threats of the same. In addition, sources indicate that workers are not provided access to adequate housing, basic healthcare, and water. While employers are legally required to provide food and medical care, workers are not provided with these services and must borrow money from their employer at high interest rates; workers are also sometimes charged for services they do not receive. This has led to conditions of debt bondage. A smaller number of workers are subjected to forced labor through physical and sexual violence, verbal abuse, and threats of violence and dismissal.

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### *India, Thread/Yarn, FL*

There are reports that forced labor conditions are prevalent among workers in the thread and yarn sector in India. In particular, workers in spinning mills in the state of Tamil Nadu are often recruited using deception about working conditions and wages. Sources indicate conditions of excessive and involuntary overtime, debt bondage, withholding of identity records, and restrictions on free movement of workers.

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3. Transparentem. Investigation Uncovers Abuse of Vulnerable Workers in Tamil Nadu. 2021. <https://transparentem.org/project/>

*investigation-uncovers-abuse-of-vulnerable-workers-in-tamil-nadu/*

### *Indonesia, Palm Oil Products (produced with Indonesia Palm Fruit)*

- Indonesia, Crude Palm Oil (produced with Indonesia Palm Fruit, CL and FL)
- Indonesia, Crude Palm Kernel Oil (produced with Indonesia Palm Fruit, CL and FL)
- Indonesia, Refined Palm Oil (produced with Indonesia Palm Fruit, CL and FL)
- Indonesia, Refined Palm Kernel Oil (produced with Indonesia Palm Fruit, CL and FL)
- Indonesia, Oleochemicals (produced with Indonesia Palm Fruit, CL and FL)

ILAB has reason to believe that multiple palm oil products produced in Indonesia are made with an input using child labor and forced labor, specifically palm fruit harvested in Indonesia. These palm oil products include crude palm oil, crude palm kernel oil, refined palm oil, refined palm kernel oil, and oleochemicals.

Palm Fruit from Indonesia was added to ILAB's *List of Goods Produced by Child Labor or Forced Labor* in 2010 for child labor and added in 2020 for forced labor. Indonesia produces most of the world's palm fruit and palm oil. In 2020, refined palm oil from Indonesia accounted for 55.26 percent of global imports. In 2020, the U.S. obtained about 60 percent of its \$1 billion in refined palm oil imports from Indonesia.

This research suggests that further downstream products of palm fruit and palm oil, such as cooking oils, animal feed, bakery items and baked goods, beverages, household and industrial products, personal care and cosmetic products, infant formula, and biofuels, may be produced with an input produced with child labor and forced labor.

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  3. Dispersa. "Green" Surfactants: Does plant-derived imply sustainability? 2021. <https://dispersa.ca/blog/green-surfactants-does-plant-derived-imply-sustainability/>
  4. Efeca. Palm Oil in the Oleochemicals Sector. 2018. [https://www.efeca.com/wp-content/uploads/2019/12/Briefing-note-Oleochemicals\\_Efeca\\_09.08.18.pdf](https://www.efeca.com/wp-content/uploads/2019/12/Briefing-note-Oleochemicals_Efeca_09.08.18.pdf)
  5. Engage the Chain. An Investor Brief on Impacts that Drive Business Risks: Palm Oil. 2018. <https://engagethechain.org/sites/default/files/commodity/Ceres%20Brief%20-%20Palm%20Oil.pdf>
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  7. ICF. Forced Labor in the Supply Chain of Palm Oil in Indonesia—A Feasibility Study. 2021.
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  11. Ritchie, Hannah, and Roser, Max. Our World in Data—Palm Oil. 2021. <https://ourworldindata.org/palm-oil>
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  14. Tullis, Paul. How the world got hooked on palm oil. The Guardian. 2019. <https://www.theguardian.com/news/2019/feb/19/palm-oil-ingredient-biscuits-shampoo-environmental>
  15. USDOS. Trafficking in Persons Report- Indonesia. 2020. <https://www.state.gov/reports/2021-trafficking-in-persons-report/indonesia/>
- ### Kenya, Cattle, CL
- There are reports that children are involved in cattle-raising activities in Kenya. According to U.S. government and media reports, school-age children provide duties related to tending and caring for animals, often requiring them to travel long distances from home and be absent from school. Kenya law identifies cattle herding as a hazardous work activity for children. Children's engagement in cattle herding is endemic across Kenya, particularly in the arid northern regions of the country, including Busia, Kajiado, and Marsabit Counties, and in Migori County in Western Kenya.
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### *Pakistan, Baked Goods, CL*

There is evidence that children under the age of 14 produce baked goods in Pakistan. An analysis of the Pakistan Labour Force Survey 2017–2018 considers all work performed by children under age 14 to be child labor. Based on an analysis of the survey, it is estimated that 15,404 child laborers produce baked goods. Children who work in producing baked goods may be at risk of exposure to hazards including working long hours, carrying heavy loads, and exposure to extreme temperatures and toxic fumes. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgment that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

### *Pakistan, Bovines, CL*

There is evidence that children under the age of 14 raise bovines in Pakistan. An analysis of the Pakistan Labour Force Survey 2017–2018 considers all work performed by children under age 14 to be child labor. Based on an analysis of the survey, it is estimated that 31,516 child laborers raise bovines. The ILO has found that generally, children who work in livestock cultivation may be at risk of exposure to hazards including working long hours, being injured by the animals, and exposure to the elements, diseases, and chemicals such as disinfectants. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgment that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

### *Pakistan, Dairy Products, CL*

There is evidence that children under the age of 14 produce dairy products in Pakistan. An analysis of the Pakistan Labour Force Survey 2017–2018 considers all work performed by children under age 14 to be child labor. Based on an analysis of the survey, it is estimated that 81,375 child laborers produce dairy products. The ILO has found that generally, children who work with livestock may be at risk of exposure to hazards including working long hours, being injured by the animals, and exposure to the elements, diseases, and chemicals such as disinfectants. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgment that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

*Pakistan, Electronics, CL*

There is evidence that children under the age of 14 work in the production of electronics in Pakistan. Based on an analysis of Pakistan's Labor Force Survey 2017–2018, an estimated 23,521 children perform tasks related to the creation of electronic goods. The ILO has found that children who work in sectors requiring intensive manual labor frequently miss days of school and sometimes encounter health hazards related to exposure to the elements, physical injuries, and utilization of dangerous tools. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgement that data analysis is critical to the design and implementation of strong policies and programs.

1. ICF International. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

*Pakistan, Furniture, CL*

There is evidence that children under the age of 14 work in the production of furniture in Pakistan. Based on an analysis of Pakistan's Labor Force Survey 2017–2018, an estimated 25,789 children perform tasks related to the creation of furniture, including gathering the raw materials needed to assemble traditional sofas and chairs. Children who work in the production of furniture may be at risk of hazards, including harvesting raw materials such as bamboo, reeds, and straw by hand, in addition to potential exposure to agricultural pesticides. The release of the Labor Force Survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgement that data analysis is critical to the design and implementation of strong policies and programs.

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2. ICF. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

3. South Punjab News. Child Labour cannot be ended in developing countries like Pakistan. 2017. <https://www.southpunjabnews.com/2017/01/child-labour-cannot-be-ended-in.html>

*Pakistan, Garments, CL*

There is evidence that children under 14 work in the production of garments in Pakistan. Based on an analysis of the Pakistan Labour Force Survey 2017–2018, an estimated 166,398 children are involved in child labor in the production of garments. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgment that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

*Pakistan, Rice, CL*

There is evidence that children under the age of 14 cultivate rice in Pakistan. An analysis of the Pakistan Labour Force Survey 2017–2018 considers all work performed by children under age 14 to be child labor. Based on an analysis of the survey, it is estimated that 31,628 child laborers cultivate rice. The ILO has found that generally, children who work in agriculture may be at risk of exposure to hazards including working long hours, carrying heavy loads, using dangerous tools, and exposure to the elements, physical injuries, and chemicals. Children working in the rice fields face exposure to fertilizers, insecticides, and pesticides. Long hours in the sun with minimal protection can result in persistent health concerns including eye infections, skin irritation and diseases, and respiratory illnesses. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgment that data collection is vital to the design and implementation of sound policies and programs.

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### *Pakistan, Textiles, CL*

There is evidence that children under 14 work in the production of textiles in Pakistan. Based on an analysis of the Pakistan Labour Force Survey 2017–2018, an estimated 45,699 children are involved in child labor in the production of textiles. The release of this survey demonstrates the Government of Pakistan's commitment to addressing child labor and its acknowledgment that data collection is vital to the design and implementation of sound policies and programs.

1. ICF. Analysis of the Pakistan Labor Force Survey, 2017–2018. 2021.

### *Zimbabwe, Gold, CL*

There are reports that children as young as 8 are engaged in the production of gold in Zimbabwe. Child labor occurs at unregulated artisanal and small-scale gold mining sites, including riverbeds in Mudzi and Mazowe. Sources estimated that thousands of children are working at gold mining sites and doing various work activities, including

panning and sieving gold around riverbeds, digging and drilling in pit areas, and collecting and carrying gold ore. Children engaged in gold production in Zimbabwe work in hot climate conditions, lack proper protective equipment, and face exposure to dangerous chemicals, such as mercury. According to NGO reports, at least two children died during a mine shaft collapse.

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7. Zimbabwe Environmental Law Association (ZELA). Impact of Covid-19 Response Mechanisms on Children in Selected Gold and Diamond Communities in Zimbabwe. 2020. Source on file.





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During the COVID-19 pandemic, Jaqueline Cerqueira, age 10, attends class in the Brigadeiro Gavião Peixoto State School. São Paulo, Brazil. February 19, 2021.

## Appendix 8

# TVPRA List Methodology

## Research Focus

The research methodology used to compile the *List of Goods Produced by Child Labor or Forced Labor* (TVPRAList) is based on ILAB's Procedural Guidelines. For this edition, ILAB reviewed new information on goods from 154 countries, territories, and areas. ILAB continues to carry out research for future editions of the TVPRAList.

### *Population Covered*

In researching child labor, ILAB focused on children under the age of 18. For forced labor, the research covered workers of all ages. The population included persons in foreign countries only, as directed by statute. Populations within the United States were not included in this study.

### *Nature of Employment*

Where ILAB research indicated situations of exploitative working conditions, these situations were reviewed to determine whether they constituted "child labor" or "forced labor" under international labor standards. ILAB's complete definitions of child labor and forced labor can be found in its Procedural Guidelines.

The definitions used in developing the TVPRAList are based on standards adopted by the ILO. The ILO has adopted two conventions relating to child labor—the Minimum Age Convention, 1973 (C. 138) and the Worst Forms of Child Labor Convention, 1999 (C. 182). The ILO also has adopted two conventions relating to forced labor—the Forced Labor Convention, 1930 (C. 29) and the Abolition of Forced Labor Convention, 1957 (C. 105).

**"Child labor"** under international standards means all work performed by a person below the age of 15. It also includes all work performed by a person below the age of 18 in the following practices: (1) all forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (2) the use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes; (3) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (4) work that, by its nature or the circumstances under which it is carried out, is likely to harm the health, safety, or morals of children.

**"Forced labor"** under international standards means all work or service which is exacted from any person under the menace of any penalty for its nonperformance and for which the worker does not offer themselves voluntarily and includes indentured labor. Forced labor includes work provided or obtained by force, fraud, or coercion, including: (1) by threats of serious harm to, or physical restraint against, any person; (2) by means of any scheme, plan, or pattern intended to cause the person to believe that, if the person did not perform such labor or services, the person or another person would suffer serious harm or physical restraint; or (3) by means of the abuse or threatened abuse of law or the legal process.

Evidence of child labor and forced labor was considered separately to determine whether—for each good on the TVPRAList—there should be a finding that child labor, forced labor, or both were

used in the production of the good in violation of international standards. Some goods are listed as produced with both child labor and forced labor; however, this does not necessarily mean that the goods were produced with forced child labor.

### *Sector of Employment*

The TVPRA List comprises goods from the agricultural, manufacturing, and mining/quarrying sectors, as well as pornography. ILAB's research did not include the service sector, which was beyond the scope of the legislated mandate.

### *Type of Employment*

Research covered all economic activity for adults and children in the production of goods, including formal and informal sector production and goods produced for personal and family consumption. Examples of informal sector activity include day labor hired without contract, small-scale farming and fishing, artisanal mining and quarrying, and manufacturing work performed in home-based workshops.

The TVPRA List includes many goods for which ILAB has evidence of child labor or forced labor only in informal sector production. These include gold from Suriname, and tobacco from Tanzania.

Some illicit goods also are included on the TVPRA List; this is not intended to condone or legitimize the production or consumption of these goods.

In placing items on the TVPRA List, ILAB names the most specific good possible given the available evidence. Therefore, ILAB may identify child labor or forced labor in the production of a general category of good from one country (e.g., stones from Nepal), while it may have evidence of labor exploitation in the production of a more precise good from another country (e.g., limestone from Egypt). However, ILAB does not place broad sectors on the TVPRA List. For example, although there is evidence of child labor in agriculture in nearly every country in the world, ILAB would not include

"agricultural goods" on the TVPRA List. However, when there is credible evidence of child labor or forced labor in a particular agricultural good, that specific good would be included on the TVPRA List.

ILAB's mandate also requires the TVPRA List to include, to the extent practicable, goods that are produced *with inputs that are produced with forced labor or child labor*. Such goods are labeled as "TVPRA downstream goods" on the TVPRA List, while inputs that are produced with forced labor or child labor are described as "TVPRA inputs." In addition to downstream goods for which there is evidence that inputs made with forced labor or child labor are being used in the production of that downstream good in a particular country, we also discuss "downstream goods at risk." This latter category refers to goods that are made from inputs listed on the TVPRA List, but for which we do not have sufficient evidence tying production of that good to a particular country at this time.

### *Market for Goods*

Most economically active children are involved in the production of goods or services for local consumption, rather than for international trade. Data is limited on the consumption patterns of goods made with forced labor. When information allows, the research process does consider whether a good is prepared for domestic or export consumption. In adding goods to the TVPRA List, ILAB did not distinguish between goods produced for domestic consumption and for export, due to data limitations and because this is not part of the mandate of the TVPRA.

## Data Sources and Analysis

### *Sources and Collection of Data*

To ensure a transparent process, ILAB does not accept classified information in developing the TVPRA List. ILAB utilized a wide variety of publicly available primary and secondary sources to conduct the research.



Primary sources include original quantitative and qualitative research, studies, and other data or evidence gathered firsthand, while secondary sources are those that cite, comment on, or build upon primary sources. ILAB's primary sources included surveys carried out by foreign governments in conjunction with the ILO, site visits and data gathered by ILAB staff and other U.S. government personnel, trade data published by the United Nations and the U.S. Census Bureau, and quantitative and qualitative studies carried out by a variety of governmental and non-governmental entities, including academic institutions. Where available, ILAB relied on statistically representative studies in which participants are chosen through random sampling. This type of research produces reliable estimates of the number of individuals in child labor or forced labor working in particular activities in a given sector or geographic area. Because these studies provide empirical, quantitative evidence about both the nature and prevalence of the problem, ILAB sometimes based a determination to add a good to the TVPRA List on a single, representative survey when it was confident in the rigor of the methodology and execution.

ILAB's secondary sources included information reported by U.S. government agencies, foreign governments, and civil society organizations, including reporting from U.S. government-funded technical assistance projects. The U.S. Department of State and U.S. embassies and consulates abroad provided important information by gathering data from local contacts, conducting site visits, and reviewing local media sources. ILAB issued a notice in the *Federal Register* requesting information from the public on child labor and forced labor in the production of goods globally and also reached out to the embassies of all countries researched to request this information. In addition, ILAB monitored, on an ongoing basis, reports from international institutions, NGOs, industry groups and publications, academic journals, and media sources.

### *Data Analysis*

The TVPRA mandates that the USDOL publish a list of goods that ILAB has "reason to believe" are produced using forced or child labor in violation of international standards. ILAB implemented this "reason to believe" standard by establishing five factors to be considered in evaluating information. These five factors are included in ILAB's Procedural Guidelines.

1. Nature of information. Whether the information about child labor or forced labor gathered from research, public submissions, hearing testimony, or other sources is relevant, probative, and meets the definitions of child labor or forced labor.
2. Date of information. Whether the information about child labor or forced labor is no more than 7 years old at the time of receipt. More current information will generally be given priority, and information older than 7 years will generally not be considered.
3. Source of information. Whether the information, either from primary or secondary sources, is from a source whose methodology, prior publications, degree of familiarity and experience with international labor standards, and/or reputation for accuracy and objectivity warrants a determination that it is relevant and probative.
4. Extent of corroboration. The extent to which the information about the use of child labor or forced labor in the production of a good(s) is corroborated by other sources.
5. Significant incidence of child labor or forced labor. Whether the information about the use of child labor or forced labor in the production of a good(s) warrants a determination that the incidence of such practices is significant in the country in question. Information that relates only to a single company or facility, or which indicates an isolated incident of child labor or forced labor, will not ordinarily weigh in favor of a finding that

a good is produced in violation of international standards. Information that demonstrates a significant incidence of child labor or forced labor in the production of a particular good, although not necessarily representing a practice in the industry as a whole, will ordinarily weigh in favor of a finding that a good is produced in violation of international standards.

For each good that was reviewed, ILAB evaluated each data source against each of the five criteria. For goods produced with inputs produced by child labor or forced labor, ILAB also analyzed evidence on production processes and supply chains to ensure a direct correspondence between the downstream good and the use of child labor or forced labor in the production of its inputs. ILAB researchers applied the criteria consistently across goods and countries so that ultimate findings of "reason to believe" are consistent worldwide.

Where ILAB found reason to believe that child labor or forced labor was used in the production of a particular good or in the production of inputs to a downstream good, prior to adding that good to the TVPRA List, ILAB also considered evidence of government, industry, or third-party initiatives to combat the problem. This included evidence about ongoing initiatives brought to our attention through public submissions. If ILAB determined that the problem of child labor or forced labor persisted despite existing efforts to address the issue, the good was added to the TVPRA List. If the only evidence ILAB had about child labor or forced labor in the production of a good discussed government law enforcement or other efforts to address or remediate the problem, ILAB did not use that evidence to place a good on the List.

## Limitations

### *Data Availability*

A wide range of challenges contributes to the continued scarcity of information on international

child labor and forced labor. There is also a lack of transparency or detailed information on many global supply chains.

### *Countries Not Appearing on the TVPRA List*

A country's absence from the TVPRA List does not necessarily indicate that child labor and/or forced labor are not occurring in the production of goods in that country. Data can be unavailable for various reasons, including both research and policy considerations. Forced laborers often work in isolated locations, such as rural areas, or clandestine settings, such as workshops hidden in large cities. Research survey methodologies on such hard-to-reach populations, especially for individuals in forced labor, are still in the developmental stages and continue to be piloted and refined in order to capture the appropriate constructs. While research on child labor is more advanced and has gone beyond population estimates, data on the specific types of work in which children are involved beyond aggregated industry data are still not collected in a universal manner. For example, national child labor surveys often produce estimates of the number of children working in agriculture; however, statistics are often not available on the specific agricultural goods that children are producing. Policy decisions that affect the availability of data on child labor or forced labor include government failure to allocate sufficient financial resources or hesitancy to collect and make publicly available data on such sensitive issues. ILAB seeks to corroborate information with multiple sources; however, in some instances, only certain types of sources are available. For example, in cases where only media sources are available, ILAB will review the body of evidence against its five criteria to determine whether it can establish a "reason to believe."

The existence of child labor and forced labor also often involves violations of laws and regulations, including serious criminal violations in some cases. Information may be intentionally suppressed to protect powerful interests, in the face of which the

victims of these egregious labor practices may be too vulnerable or politically weak to assert their rights or even communicate their situations. Within the global scope of conducting data for the TVPRA List, there were several countries, territories, and areas for which ILAB could not find adequate information to determine that any goods should be placed on the TVPRA List because very little recent research on child labor and forced labor has been done in those places.

### *Countries with Data Gaps on the TVPRA List*

ILAB's TVPRA List includes goods from some countries known to restrict data collection on forced labor and child labor, or to suppress information dissemination. Examples include China, Iran, and North Korea. Where ILAB was able to find even limited sources, despite data availability constraints, indicating significant incidence of forced labor or child labor in the production of a particular good, and these sources were judged to be credible and timely, ILAB determined that there was "reason to believe" that child labor or forced labor was occurring with respect to that good.

### *Countries with Disproportionate Representation on the TVPRA List*

Some countries with relatively large numbers of goods on the TVPRA List may not have the most serious problems with child labor or forced labor. Often, these are countries that have more openly acknowledged the problems, have better research, and have allowed information on these issues to be disseminated. Such countries include Argentina, Bolivia, Brazil, Colombia, Ecuador, El Salvador, India, Kenya, Mexico, Paraguay, the Philippines, Tanzania, Turkey, Uganda, Vietnam, and Zambia. The number of goods on the TVPRA List from any particular country should not be interpreted as a direct indicator that these countries have the most extensive problems with child labor or forced labor.

### *Generalizability of Findings*

The TVPRA List comprises goods and countries that ILAB found to have a significant incidence of child labor and/or forced labor. However, it is important to understand that a listing of any particular good and country cannot be generalized to all production of that good in the country. In a given country, there may be firms that produce the good in compliance with the law and international standards, and others that employ child labor and forced labor.



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Students study Shruti at home during  
COVID-19 lockdown. India. July 30, 2020.



# WHAT CAN **YOU** DO TO HELP ADDRESS CHILD LABOR AND FORCED LABOR?



## ASK QUESTIONS

- **Could some of the goods I buy** be made by child labor or forced labor?
- **Do workers have a voice** to speak out against labor abuses?
- **What are companies doing** to end child labor and forced labor in global supply chains?
- **What are governments doing** to combat child labor and forced labor?

## TAKE ACTION

- **Empower yourself with knowledge** by downloading USDOL's ***Sweat & Toil*** and ***Comply Chain*** apps and accessing our ***Better Trade Tool***.
- **Make your voice heard** by spreading the word among friends, family, and the companies you buy from and invest in.
- **Show your support** for organizations that are working to end these abuses.

## DEMAND CHANGE

### ADVOCATE FOR A WORLD IN WHICH:

- **Workers everywhere can raise their voices** against child labor, forced labor, and other abuses.
- **Companies make serious commitments** to ensure that global supply chains are free of products made by child labor and forced labor, especially those on USDOL's ***List of Goods Produced by Child Labor or Forced Labor***.
- **Your investments have a positive social impact** by promoting responsible labor practices.
- **Governments work vigorously** to adopt the country-specific suggested actions in USDOL's ***Findings on the Worst Forms of Child Labor***.

Learn more: [dol.gov/EndChildLabor](https://dol.gov/EndChildLabor)

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